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REPORT ON RESTRUCTURING ADULT ESL

P.A.C.E. Working Group

Post Secondary Adult & Continuing Education

Manitoba
Education

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Report of the PACE Working Group
on
The Restructuring of Adult ESL

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Executive Summary

The PACE Working Group on restructuring Adult ESL examined the current provision of adult language training and directly related support services. It focussed on the following eleven areas of concern:

I Co-ordination
- Co-ordination of Authority
- Co-ordination and Consultation on Policy
- Consolidation of Delivery in the Winnipeg Area

II Programme Delivery

III Curriculum

IV Teacher Training and Certification

V Professional Development

VI Employment and Teaching Standards

VII Student Support Services
- Child Care
- Counselling
- Financial Support Services

VIII Specific Programme Innovations
- English in the Workplace
- Volunteerism

IX Adult ESL Outside PACE
- The Voluntary Sector
- ESL at the Universities

X Language Training for Native Adults

XI Funding Considerations

It concluded that any attempt to restructure Adult ESL should rest on six basic principles:

1. Adult ESL in Manitoba must be co-ordinated and consolidated.

2. There must be equality of access to both full and part-time programmes.

3. There must be equality of condition in the provision of adult language training programmes.

4. There must be co-ordination and integration of Adult ESL with other settlement services.

5. Teachers are the most important resource and must be developed, recognized and utilized effectively.

6. There must be provision for regular input from and accountability to both the users and deliverers of Adult ESL.

For the sake of brevity only the principle recommendations and, where necessary, supporting information are presented below.

I. CO-ORDINATION

A. CO-ORDINATION OF AUTHORITY

- Two separate systems exist in virtual isolation.
- Responsibility for programme delivery and standards is extremely fragmented among three orders of government.
- Operation of the system is unco-ordinated and ineffective.

Recommendations

1. That PACE designate the Manitoba Adult Language Training Unit (M.A.L.T.U.) as the central authority for adult language training in the Province with control over funding policy and implementation.

2. That M.A.L.T.U. report to the Director of the Post Secondary Career Development Branch and that it consist of the following full-time staff:

   - Co-ordinator, Adult Language Training (C.A.L.T.)
   - Curriculum Development Officer
   - English in the Workplace Facilitator*
   - English in the Workplace Materials Development Officer*
   - Language Assessment Officer*
   - ESL Volunteer Co-ordinator*
   - Literacy Programmes Officer

   (*SY not in 84/85 estimates).

B. CO-ORDINATION AND CONSULTATION

Recommendations

1. That PACE create two mechanisms to ensure effective on-going co-ordination of both policy formulation and programme delivery:

   1. The semi-annual Consultation: a broad-based grouping of deliverers and users.

   2. The Policy Co-ordination Committee: a smaller group of key decision makers from the federal and provincial government, delivery agencies and representatives from the teachers and a non-governmental organization which would meet every six to eight weeks.

2. That the two mechanisms meet face-to-face twice a year to ensure effective input and a minimum degree of accountability.

C. CONSOLIDATION OF DELIVERY WITHIN THE WINNIPEG AREA

Background

- Delivery is scattered across the city mostly in buildings used primarily by school children.
- Access to programmes is severely restricted by
  - locations of classes in areas away from the core
  - provision of child care which is restricted to one location.
- Little potential exists for teacher interaction, curriculum, or professional development.
- Location of classrooms changes from year to year making long range planning very difficult.
- Little specialization of programmes is possible because students are scattered in various facilities.

Recommendations

1. That PACE take steps to establish a Winnipeg Adult Language Training Centre (W.A.L.T.C.) in the downtown core area.

2. That W.A.L.T.C. be big enough initially to include most of the ESL classes now provided by Winnipeg School Division No. 1 plus on-site delivery of other settlement services.

   That W.A.L.T.C. be expanded by 1987/88 to include the Red River Community College language training programmes.

4. That one of the following three options be chosen for administrative responsibility for W.A.L.T.C.:

   i) Winnipeg School Division No. 1
   ii) PACE i.e. M.A.L.T.U.
   iii) Red River Community College beginning in Fiscal Year 87/88.

5. That steps be taken to ensure adequate <u>interim</u> arrangements for Adult ESL programming in Autumn 1984 are made.

II. PROGRAMME DELIVERY

<u>Recommendations</u>

1. That M.A.L.T.U. establish, with the Policy Co-ordination Committee, minimum standards for effective programme delivery.

2. That M.A.L.T.U. ensure these standards are met.

   That PACE make provision for adequate special needs programming by delivery agencies.

III. CURRICULUM

<u>Background</u>

- No provincial guidelines or framework exists.
- Most materials in use come form the U.S. or U.K. and are chosen by individual teachers with no stated educational objectives in mind.
- No provision exists for curriculum development outside the community colleges.
- Most materials are for highly literate learners.

<u>Recommendations</u>

1. That PACE provide on-going specific funding for curriculum development.

2. That PACE create a provincial Curriculum Committee for Adult ESL to draw up a Curriculum Framework including guidelines for
   - levels in the four major skill areas
   - course objectives for each level
   - guidelines for assessment

3. That the Curriculum Development Officer work with staff at each institution to develop curriculum to meet their students needs.

4. That all suitable Manitoba-produced materials, past and future, be desseminated and in-serviced adequately.

5. That all ESL texts be evaluated on a regular basis and the results made known to teachers.

IV. TEACHER TRAINING AND CERTIFICATION

Background

- The present provision for ESL teacher training is minimal and for the teaching of Adult ESL students it is even less so.
- Community colleges only require Grade XI plus the Certificate in Adult Education.
- School Divisions are not required by PACE to hire certified teachers to teach ESL.
- Neither PACE nor the K-12 Division issues a certificate in teaching ESL.

Recommendations

That PACE establish a Board of Education for Teachers of Adult ESL

- to determine the principles upon which training is to be based
- to determine the context of that training
- to negotiate with appropriate delivery agencies for the timing and methods
- to determine the process of certification
- to administer the process of certification.

V. PROFESSIONAL DEVELOPMENT (P.D.)

Background

- P.D. has been confined to the annual conference.
- Most ESL teachers lose 65-100% of their pay for any hours missed from the classroom.
- No funds are available for P.D. for the largest group of teachers -- those teaching on a "casual basis" for school divisions.

Recommendations

1. That PACE provide on-going funding explicitly for P.D. purposes.
2. That PACE provide equitable treatment on this issue for both full-time and "casual" employees.
3. That classroom teachers play a dominant role in determining P.D. activities.

4. That P.D. funding be provided to individual institutions on a per teacher grant annually and that PACE monitor how funds are spent.

5. That PACE publish a regular bulletin on P.D. concerns for all adult educators.

VI. EMPLOYMENT AND TEACHING STANDARDS

Background

- Most Adult ESL teachers are "casual employees" with no job security, no vacations, no sick leave, nor any of the other benefits enjoyed by the minority who are permanently employed by the colleges or the school divisions.
- Most administrators responsible for evaluating ESL teachers have no experience in teaching Adult ESL.

Recommendations

1. That PACE make provision for hiring, on a permanent basis, a core of Adult ESL teachers.

2. That a formula for recognizing past experience be devised.

3. That a policy for teacher evaluation at each institution be implemented and include specific elements on teacher and student input.

4. That hiring of new ESL staff take into account a number of specific attributes of the applicant.

VII. STUDENT SUPPORT SERVICES

A. CHILD CARE

Recommendations

1. That child care workers' training include skills relating to ESL children.

2. That child care be provided on-site at full-time and half-time language training centres.

3. That nursery schools be provided on-site or nearby.

4. That application forms be translated.

5. That a central capacity for processing these applications be set up to refer immigrants quickly and effectively.

6. That volunteers be used to enhance ESL day care programmes.

7. That ESL children be designated "Special Needs".

8. That the Immigration and Settlement Branch be responsible for implementing the above recommendations: 1, 2, 3, 4, and 5.

B. COUNSELLING

Background

- Effective counselling is vital to successful settlement
- ESL teachers are the first real Canadian contacts for most adult immigrants and so are called upon to do a great deal of counselling.
- Significant numbers of refugees are now receiving psychiatric treatment.

Recommendations

1. That PACE designate counselling in the following areas as the ones to be provided on-site at W.A.L.T.C. and other major centres: employment and careers, education, personal and personal financial problems.

2. That PACE ensure that all counsellors working with Adult ESL learners on-site have appropriate cross-cultural training.

3. That counsellors have strong input into Adult ESL programme planning.

C. FINANCIAL SUPPORT SERVICES

Background

- Assessment for full-time entry CEIC sponsored language training is done by CEC counsellors and is not reliable.
- Waiting lists are long (3-6 months).
- U.I.C. recipients are not informed of "the fee-payer" option until it is too late.
- Student Aid provision is not co-ordinated with programmes.

Recommendations

1. That PACE establish a provincial language assessment unit to be used by CEIC for all clients requesting or needing language training.

2. That the Co-ordinator of Adult Language Training (C.A.L.T.) consult with CEIC official to shorten waiting lists and to ensure potential students are told of all options open to them.

3. That the C.A.L.T. consult with the Student Aid Branch to enhance the opportunity for this kind of income support.

VIII. SPECIFIC PROGRAMME INNOVATIONS

A. ENGLISH IN THE WORKPLACE (EWP)

Background

- EWP properly done, is one of the most powerful methods of ESL instruction.
- EWP is <u>not</u> just regular ESL delivered in the factory.
- EWP has only been done on an <u>ad hoc</u> basis.
- Most employers are not in favour of EWP because of common misconceptions.

Recommendations

1. That PACE recongnize EWP requires a specific long-term commitment by establishing an EWP section within M.A.L.T.U.

2. That PACE adopt specific guidelines about EWP curriculum objectives relating to Workplace Health and Safety, Workers Compensation, Employment Standards, Unions and Unemployment Insurance.

3. That PACE adopt specific guidelines relating to pre-course preparation time and post-course evaluation.

4. That other relevant departments (see 2, above) be approached for support on EWP.

5. That the offer from the regional office of the Department of the Secretary of State to fund ½ salary of an EWP facilitator for one year be accepted.

6. That the European model of paid educational leave not be overlooked.

7. That EWP projects exploit the provisions of UIC's work-sharing programme wherever possible.

B. Volunteerism

Background

- Volunteers have been used as unpaid teachers and/or tutors for special needs students at the International Centre and in Brandon.
- Volunteers will be used at Red River Community College to enhance the learning of ESL students by providing English contact outside the ESL classroom.
- The Correspondence Branch has an Adult ESL programme about to be finished which will require large numbers of volunteer tutors.

Recommendations

1. That PACE recognize the potential of Volunteerism in Adult ESL by treating it as an integral part of programme planning.

2. That volunteers be seen not primarily as replacements for paid professionals working with special needs students, but as enhancers through all the ESL programmes.

3. That PACE establish a set of standards for volunteer programmes.

4. That in the short term a volunteer trainer be hired to work in the Winnipeg School Division No.1 programmes.

5. That in the long term PACE hire a full-time Provincial Co-ordinator of Adult ESL Programmes.

6. That PACE and the Correspondence Branch share the running of the Adult ESL Correspondence Course including the hiring of a Co-ordinator of Volunteers.

IX. ADULT ESL OUTSIDE PACE

A. THE VOLUNTARY SECTOR

Background

- The vojuntary sector has been active in Brandon in direct provision of Adult ESL.

- In Winnipeg, the International Centre is indirectly involved in delivering Adult ESL.
- In both cases the provincial government has had little control over the nature or extent of involvement.

Recommendations

1. That the voluntary sector continue to play an important role.

2. That once provincial delivery standards are set, voluntary agencies would be required to meet them.

3. That the Immigration and Settlement Branch promote information-sharing within the voluntary sector re service delivery.

4. That any boards receiving provincial funds for settlement services, be required to include client representation.

ESL AT THE UNIVERSITIES

Background

- The universities have 3 types of ESL student
  - contract students e.g. from Libya
  - visa students
  - immigrant students
- Entrance requirements vary widely from university to university.
- TOEFL is not seen as a satisfactory entrance test.
- Provision of ESL at the universities is sporadically funded.
- Contract students do not constitute a drain on resources.

Recommendations

1. That the universities be encouraged to play a more active role in the Adult ESL system.

2. That they be encouraged to work out a more consistent and humane entrance test.

NOTE: Contract students at community colleges do appear to be a drain on ESL resources.
Recommendation: That PACE neither seek nor accept contract ESL students unless it will not be detrimental to normal ESL programming.

XI. LANGUAGE TRAINING FOR NATIVE ADULTS

Background

- The issues here seem to be very different than those in the adult immigrant area.
- Not enough is known about the needs of adult native people for language training in urban, rural and northern areas.

Recommendations

1. That PACE establish a Working Group on Native Adult Language Training.

2. That it solicit input from Tribal Councils and informed individuals.

3. That its recommendations be considered in the light of the entire Adult ESL system.

XII. FUNDING CONSIDERATIONS

Background

- Present funding arrangements with the school divisions encourage the setting up and maintenance of large classes.
- No provision exists for funding smaller "special needs" classes.
- No provision exists for funding essentials, such as testing and placement, curriculum development, professional development or administration.
- CEIC pays for language instruction at the per diem rate set to cover costs for all ABE programmes. This is more expensive than if the cost was just for ESL and fewer seats are purchased.

Recommendations

1. That PACE initiate a review of funding arrangements with school divisions and come up with a new approach for autumn 1984.

2. That this new approach provide for

   - small special needs classes
   - funding for curriculum and professional development
   - payment for testing and placement
   - reasonable class size
   - continuous entry

3. That PACE set the per diem for language training to reflect the actual cost of delivering language training only.

4. That PACE take a more active role in promoting language training through the community colleges instead of waiting for CEIC purchases.

A Note On Process

Composition of the PACE Working Group

Seven individuals were invited to become members. All were chosen and/or accepted on the following basis:

- Each possessed demonstrated expertise in one or more areas of Adult ESL programming in Winnipeg or Brandon.
- Taken as a group they possessed both a broad and deep understanding of how the entire system works or fails to do so.
- Each person understood that he/she was to be seen as speaking only for himself/herself and not as a spokesperson for any particular part of the system.

Soliciting Input

Over 30 key decision makers accepted invitations to appear before the group to answer questions sent out in advance.

Over 40 teachers, students and representatives of ethnocultural organizations, and unions in Brandon, Thompson and Winnipeg appeared at the public sessions, almost all had prepared written submissions which were of a uniformly high standard.

The Next Step

The PACE Working Group is unanimous in its conviction that a further step must be taken before implementation begins on any of the major recommendations contained herein.

We urge that at least 30 calendar days be given to the following process:

1. The final set of recommendations are made available to all who were invited to the original discussions.
2. An opportunity is given to meet publicly with members of the PWG and/or relevant PACE officials to discuss the possible impact of the selected recommendations.
3. Where advisable, revisions to the final set of recommendations are made in the light of this feedback.

INTRODUCTION AND GENERAL PRINCIPLES

An Overview of Adult ESL

Size

The provision of language training to immigrant adults represents a substantial commitment on the part of the Province. Across Manitoba it involves hundreds of classes, over 3,000 student enrolments per year and approximately one hundred part-time and full-time teachers. The cost of paying teachers on an hourly basis in Winnipeg School Division alone is in the range of $20,000 per week.

Despite the considerable investment in time, money, personnel and physical plant, there is general agreement that the learning needs of adult immigrants have not been and are not being met adequately, that the existing resources could be put to much more effective use and that additional resources will be required to deliver an adequate level of service.

Deficiencies

Some of the ways in which the present provision is seriously deficient are listed below:

- inequitable access to ESL classes -- both full-time and part-time (this is a federal responsibility, but only partly).
- inappropriate curriculum, largely taken from the U.S. and Britain.
- little or no provision for the growing number of learners with problems related to literacy or other special needs.
- inadequate and/or non-existent pre-service teacher training.
- inappropriate or non-existent teacher certification.
- inadequate or non-existent provision for in-service professional development.
- severely limited or non-existent co-ordination with other essential settlement services such as counselling, translation, child care and orientation.
- facilities which, outside the community colleges
  - shift in location from year to year, often to places difficult to find or travel to on a daily basis,
  - are set up in school buildings designed for and used by children, not adults.
  - Notes: 1) In the case of the largest single facility (the only one specifically for adults) the level of furnishing and equipment is shamefully inadequate. The furniture which is available is frequently in such a state of disrepair that its use constitutes some degree of risk to the students.

2) It appears that a number of Adult ESL facilities may not meet City Health Standards.

- teacher morale which is often low due to:
  - the false perception held by many ESL administrators that anyone who can speak English can teach it to immigrants.
  - the fact that most ESL teachers are women employed as casual workers with no fringe benefits and little or no job security; many have been working in ESL for a number of years without receiving official recognition, financial or otherwise for their accumulated experience.

Causes

A. Low Status, Ignorance, Fear and the Barrier of Language

That the deficiencies are so widespread and have been so long-lived can only partly be explained by the fact that adult immigrants are a 'devalued client' group with low socio-economic status. Also contributing to the situation is the fact that most immigrants are honestly ignorant of how the system works and of their rights within that system. Of the small proportion who are aware of the fundamentals, many are either too fearful or not sufficiently articulate in English to make their case known to the relevant officials. It is difficult, if not impossible, to point to any other group in society which has been so poorly served for so long a time and which has not publicly voiced the dissatisfaction and frustration which its members so often express in private.

B. Fragmentation and Dispersed Responsibilities

A less predictable cause, but one which has both created problems for immigrants and placed obstacles in the way of solutions is the fragmented nature of the system. Responsibility for providing language training as well as other settlement services, is divided among the three orders of government -- and again, within those orders among Ministries, Departments and the like.

As a result of two separate sources of federal funding, two separate ESL delivery systems have grown up, almost in total isolation from one another. One is CEIC-sponsored and directed at the job market. The other is partially funded by the Secretary of State and is officially aimed at preparing immigrants for the Citizenship hearing. Each has its own rules of eligibility, delivery agencies, funding arrangements, hiring practices, curriculum standards and so on. Each deals with settlement services in its own way. There has been little contact between the two until very recently, (most of it a result of the work of the teachers organization TESL Canada/Manitoba, and of the PACE Working Group). The phenomenon of fragmentation is also evident within each of these two systems in which there are further differences among delivery agencies in both policy and practice. The result is a 'system' in name only, which is extremely difficult to understand, even for educated, English-speaking, Canadian-born ESL teachers. To expect, as we apparently do, that adult immigrant learners will be able to make sense of it is, at best, wishful thinking.

The fragmentation of responsibilities has a further drawback. It makes

it difficult, if not impossible, to identify who is responsible for what. Without a minimal degree of accountability the chances for effective remedial action are very slim indeed.

Positive Developments

It is worth pointing out however, that there are some significant positive aspects to the ESL scene both in Manitoba and beyond. They are:

- the fact that both Federal Ministries (CEIC and Secretary of of State) have begun to co-ordinate their policy formulation procedures in the area of language training. Unfortunately, at the time of writing, this phenomenon seemed to be in decline.

- the fact that since June, 1983 there has been one focus for Adult Language Training in the provincial government -- the Joint Directorate within the Departments of Education and Employment Services and Economic Security.

- the high degree of sophistication achieved within the field of ESL in recent years in areas such as needs analysis, curriculum design, classroom methodology and test construction.

- the increasing degree of willingness and ability on the part of ESL teachers to act as advocates for immigrant learners who are either unwilling or unable to speak for themselves.

- the growing commitment on the part of many ESL teachers to improve standards within their own profession.

- the fact that Red River Community College consolidated its previously dispersed language training efforts in 1981 and achieved considerable gains in the process.

- the fact that the Winnipeg School Division No. 1 has, for the past year, begun to rationalize its delivery of adult ESL and introduced consistent placement procedures for students and clearly stated hiring practices for staff.

Notwithstanding all of the above, there can be no doubt that the serious deficiencies of the present provision persist and will continue to do so unless the underlying structural problems are dealt with directly.

The Central Issue

What is the most practicable way to ensure a coherent, humane, yet cost-effective approach to the planning and delivery of Adult ESL for the short, medium and long terms?

The members of the PACE Working Group have chosen to deal with this question by identifying eleven areas of concern as follows:

Co-ordination
Programme Delivery
Curriculum
Employment and Teacher Standards
Support Services
- Child Care
- Counselling
- Financial Support

Teacher Training and Certification
Professional Development
Specific Programme Innovations
- English in the Workplace
- Volunteerism

Adult ESL Outside PACE
- Voluntary Sector
- ESL at the Universities
Language Training for Native Adults
Funding Considerations

While each is dealt with separately, there are six general underlying principles which have determined both the content and the shape of this report. They are given in full below.

SIX BASIC PRINCIPLES FOR RESTRUCTURING ADULT ESL IN MANITOBA

1. Adult ESL is a single settlement service which demands a single provincial administrative structure for policy formulation, and for the planning, delivery and evaluation of programmes. In short, the two systems must be brought together despite the dichotomy existing at the federal level.

2. Language training for adults must be provided in such a way that there is equality of access in both part-time and full-time programmes.

3. Language training must be provided in such a way that there is equality of condition as well as equality of access.

   Note: Equality of condition, as opposed to equality of access or opportunity, shifts the emphasis from creating avenues for participation to creating the conditions for success. It assumes that learners come to the process at differing levels and with differing abilities and needs, and that the training and education must be provided in such a way as to make it possible for the learner to succeed given those differences. Therefore, the design and structure of delivery is determined by the needs of the learner rather than by the needs of the institution.

4. The provision of Adult ESL must be closely co-ordinated with the provision of other less conspicuous settlement services such as counselling, child care, translation and orientation. Such an integrated holistic approach recognizes the fact that adult immigrants do not pursue language learning as a purely academic or vocational activity but as the key to becoming successfully established. In short, Adult ESL must be seen not as a purely educational service but as part of the settlement process through which adult immigrants are going.

5. Teachers, who are the principal resource for meeting the needs of the adult language learner, must be recognized through new creditation and certification processes. Their skills must be developed through new pre-service and in-service development efforts, and they must be utilized not only in the classroom but also in the areas of curriculum development and professional development.

6. Any new system for co-ordination must include specific provision for regular structured input from users and deliverers. There must also

be provision of opportunities for users and deliverers to hold decision makers to account for their actions or lack thereof.

In short, the six principles can be listed as:

1. Co-ordination and Consolidation within Adult ESL
2. Equality of Access
3. Equality of Condition
4. Co-ordination with other Settlement Services
5. Teacher Development and Recognition
6. Input from and Accountability to the Users and Deliverers

I. CO-ORDINATION

IA. Co-ordination of Authority

Background

Over the past two decades in Manitoba, as in several other provinces, two separate systems for providing Adult ESL instruction have been allowed to grow side by side with little or no attempt to co-ordinate their activities.

CEIC-Sponsored Language Training

- generally, it is full-time with a training allowance. Funds come from the National Training Agreement.
- courses are purchased in the community colleges at the per diem rate set out for A.B.E. courses, or from private language schools at a considerably lower rate.
- the purpose of 'Occupational English' is to provide English to enable the learner to find a job or, in some cases, to prepare the learner for further occupational training.
- the choice of who is to receive this training rests with individual CEC counsellors. (See the subsection VII C - Financial Support Services, below).
- no reliable assessment of the client's abilities in English is carried out until after the decision to put the client on training has been made.
- these courses are also available to provincial entry students. With the permission of CEC counsellors, these students can receive U.I. benefits.
- the difficulty of delivering specifically 'Occupational English' at the basic level has been a continuing issue of discussion between CEIC and community college officials.

The Department of the Secretary of State

- it has funds which can be claimed to cover approximately 50% of the costs of teachers' salaries and textbooks incurred in the delivery of Adult ESL classes.
- the purpose is ostensibly to prepare the learner for a Citizenship hearing, although it is generally recognized that course content has not been targetted at this objective. This type of class is generally provided by School Divisions free of charge to the learner.
- most classes take place in schools used by the K-12 system.
- historically, most of these classes began as evening school courses with the teachers being hired on a casual basis and paid an hourly rate. At present large numbers of students attend classes during the day, some for as many as 20 hours

a week with the same teacher.

- classes in this system are run on a continuous intake basis.
- students attending do not receive a training allowance

In summary, despite the fact that they provide fundamentally similar types of instruction, each of the two systems continue to operate as if the other didn't exist. Adult immigrants are directed from one to another and then back again as their conditions of eligibility change. No coherent co-ordinated approach to language training or to the integration of that training with other settlement services has yet been attempted by the Province.

Issue

What mechanism/s or structure/s must be created to ensure a coherent co-ordinated approach to the provsion of Adult ESL in Manitoba?

Recommendations

1. That PACE designate the Manitoba Adult Language Training Unit (M.A.L.T.U.) within the Post Secondary Career Development Branch as the central authority for Adult Language Training in the Province.

2. That M.A.L.T.U. be mandated by PACE to exercise control over funding, policy and implementation concerns relating to adult language training.

3. That the flow of funding to programmes be through the Unit and that delivery agencies be accountable to the Co-ordinator of Adult Language Training (See Figures 1A and 1B).

   Note: Mention is made of Figure 1A and 1B of the Winnipeg Adult Language Training Centre. See the subsection below: "Consolidation of Delivery" for a description.

4. That the Co-ordinator of the Adult Language Training Unit, in consultation with the Policy Co-ordination Committee for Adult ESL (see the subsection, Consultation, below), be responsible for the formulation of provincial policies, guidelines, standards and criteria in all relevant areas including the following:

   - curriculum
   - funding arrangements
   - teacher training and certification
   - professional development
   - programme delivery standards e.g.
     - class size
     - facilities and equipment
     - administrator/enrolment ratios
     - testing and placement
     - integration with other settlement services
     - provision of administrative and clerical support
   - non-institutionally delivered ESL

Figure 1A

A Proposed Model for Fiscal and Policy Central Authority - The Short Term

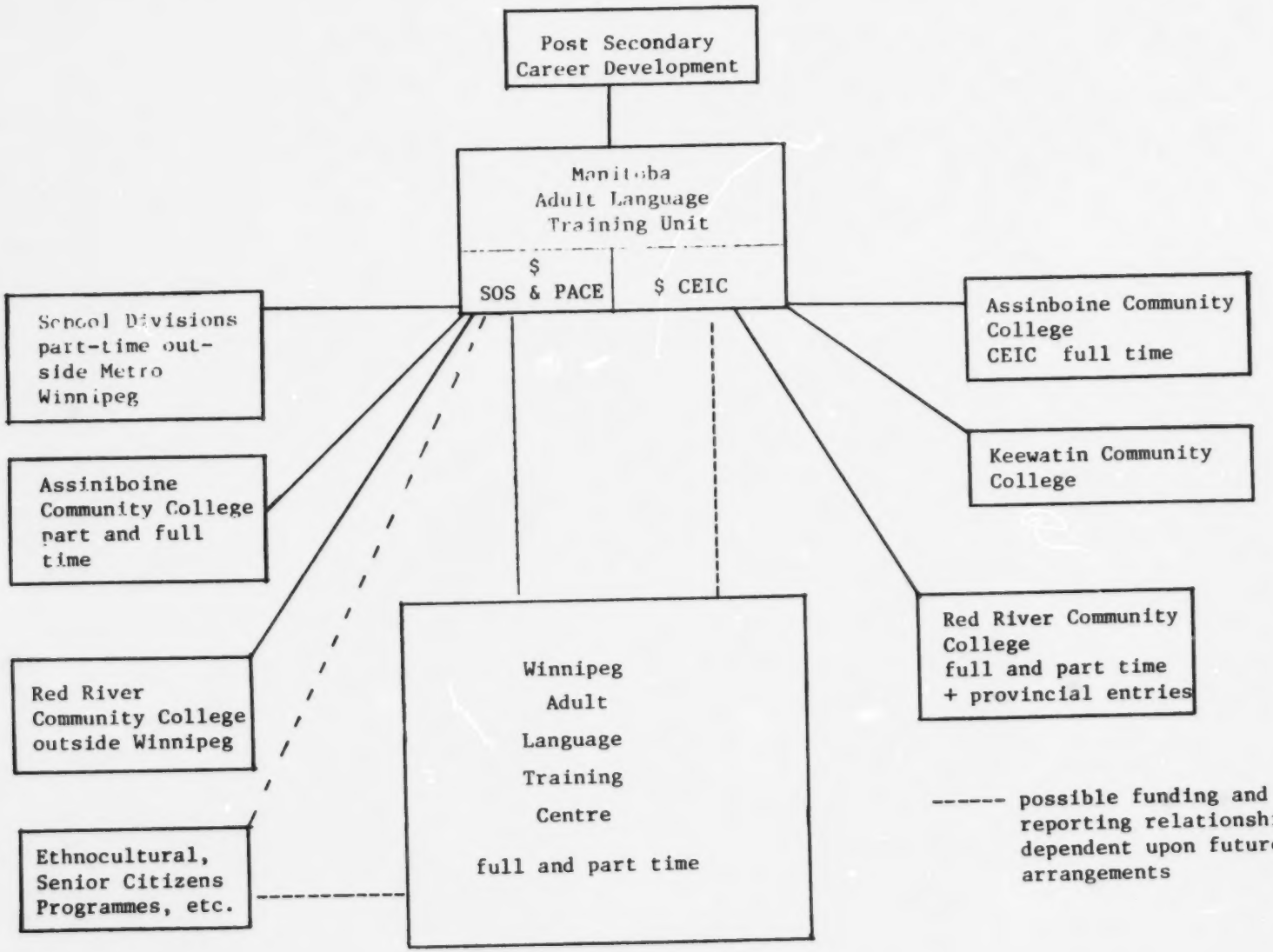

Post Secondary Career Development
Manitoba Adult Language Training Unit
$ SOS & PACE
$ CEIC
School Divisions part-time outside Metro Winnipeg
Assiniboine Community College part and full time
Red River Community College outside Winnipeg
Ethnocultural, Senior Citizens Programmes, etc.
Winnipeg Adult Language Training Centre full and part time
Assinboine Community College CEIC full time
Keewatin Community College
Red River Community College full and part time + provincial entries
------ possible funding and reporting relationship dependent upon future arrangements

Figure 1A

Figure 1B

A Proposed Model For Fiscal and Policy Central Authority - The Long Term

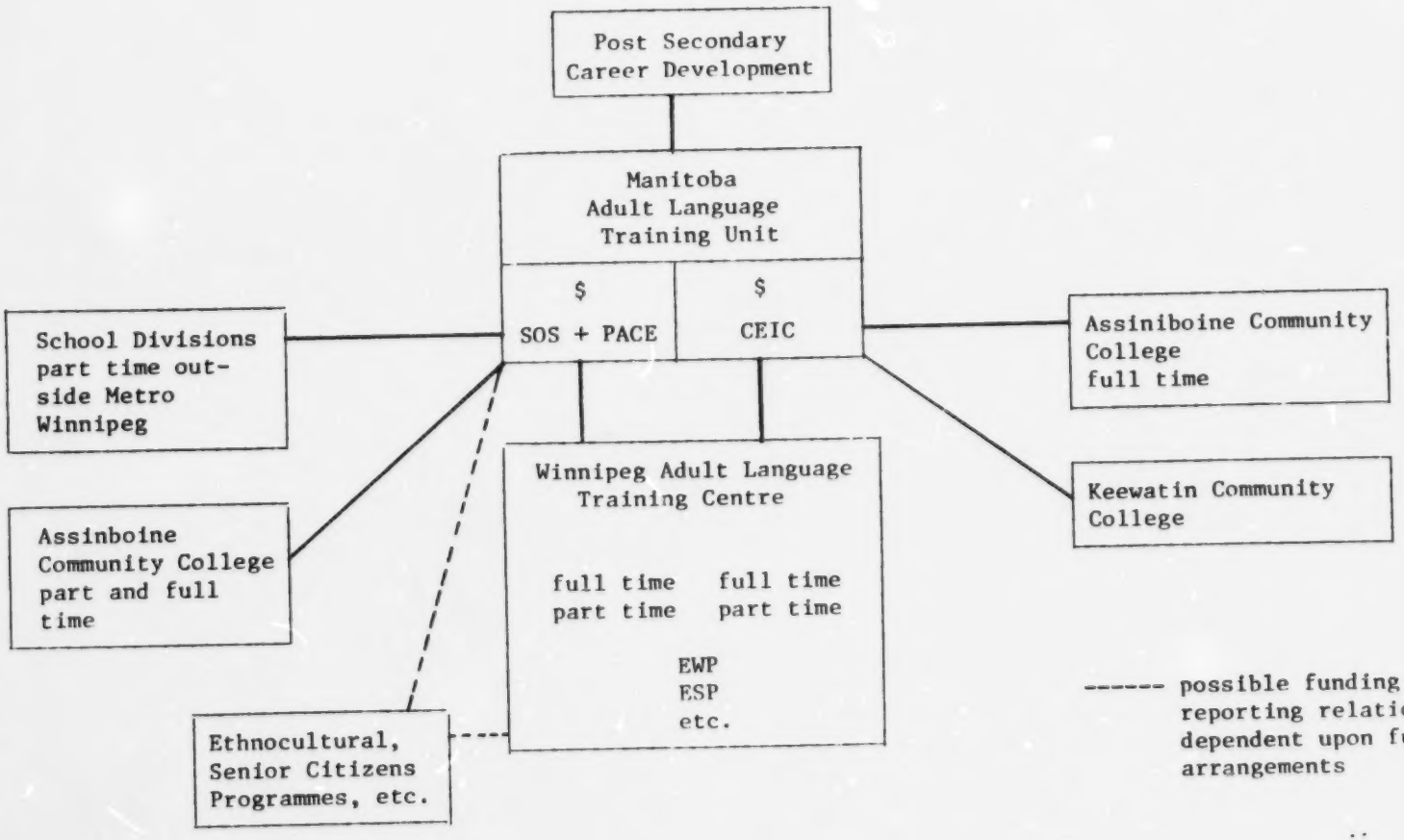
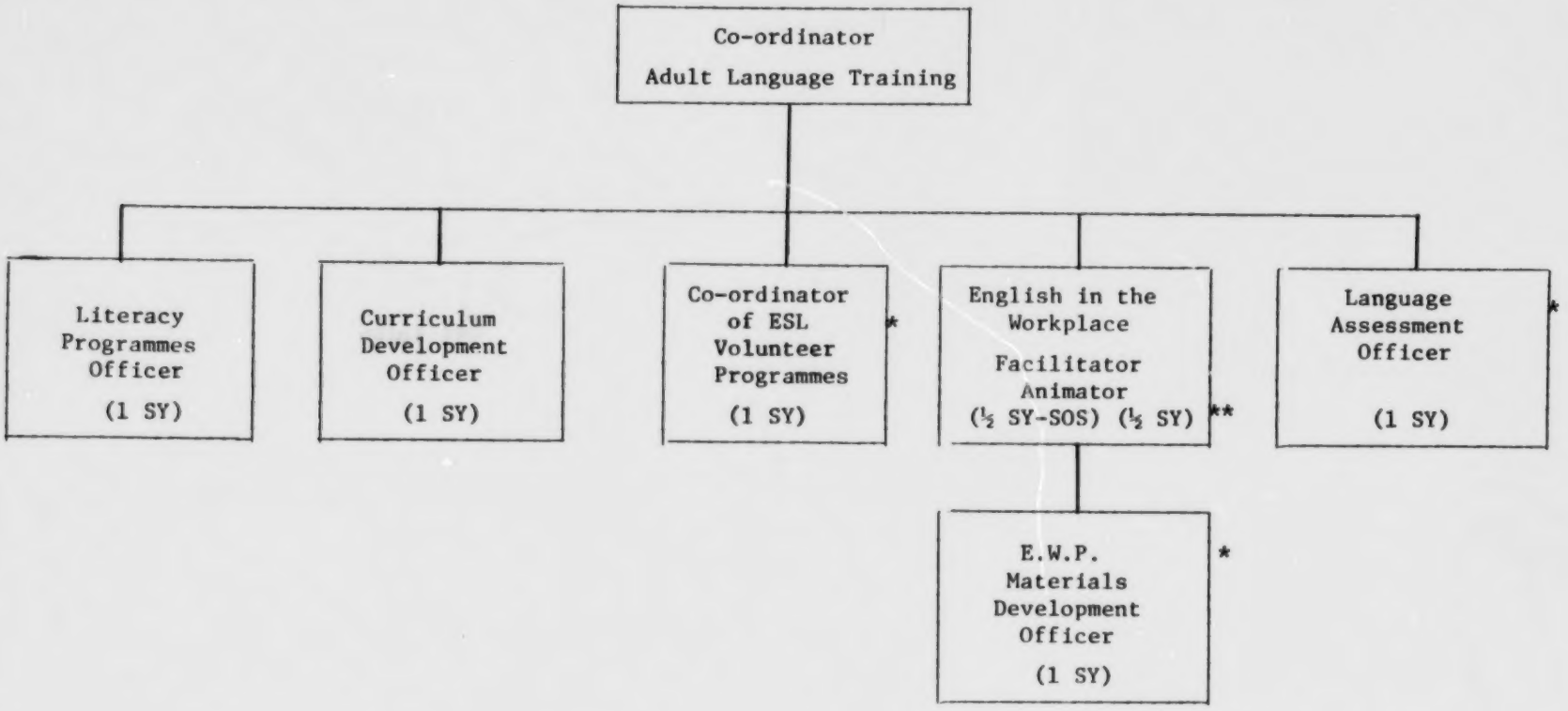

Post Secondary Career Development
Manitoba Adult Language Training Unit
$ SOS + PACE
$ CEIC
School Divisions part time outside Metro Winnipeg
Assinboine Community College part and full time
Ethnocultural, Senior Citizens Programmes, etc.
Winnipeg Adult Language Training Centre
full time part time
full time part time
EWP
ESP
etc.
Assiniboine Community College full time
Keewatin Community College
------ possible funding and reporting relationship dependent upon future arrangements

Figure 1B

Manitoba Adult Language Training Unit



* SY not in 84/85 Estimates
** Strong possibility exists of sharing the salary of this person 50/50 with Secretary of State.

5. That the Unit be responsible for ensuring that guidelines and policies are being implemented and/or followed.

6. That the Unit be constituted as shown in Figure 2 and report to the Director of the Post Secondary Career Development Branch.

Rationale

1. Numerous people from both 'systems' have called for a central authority to take control and set the direction in which Adult ESL is to go.

2. Such an authority must have control over funding to have credibility. Otherwise, it is reduced to offering opinions on the decisions made and directions taken by delivery agencies.

3. With power goes accountability. M.A.L.T.U. is the only place where this accountability for the standard of service delivery can lie.

4. Maximum degree of input from the groups, agencies and institutions in the formulation of recommendations for policy and the monitoring of programme delivery is provided for in the next section: Co-ordination and Consultation.

IB. Co-ordination and Consultation

Background

Until 1979 the formulation of policy options in Adult ESL was carried out with virtually no input from the delivery level. With the institution of the ESL Advisory Committee input became possible, and in fact did occur on a number of issues.

One of the limitations of that committee was that it provided minimal input from teachers and little from users. It was almost entirely composed of staff not directly involved in delivery. Another weakness was its mandate: all of ESL K-12 and adult programmes. Because most of the issues affecting adult and K-12 ESL were mutually exclusive, this mix of mandates meant that on any issue only half the members were directly concerned. Consequently, interest waned and participation of several key people became sporadic. Another problem was the frequently long periods between meetings during which issues were forgotten and initiatives lost.

Issues

1. What mechanism can be created which will allow for regular structured input from a broad-based representation of delivery-level agencies and users?

2. What mechanism can be created which will provide for maximum input at frequent intervals, of all the major agencies, institutions and groups into the formulation of policy options and the monitoring of delivery of service?

Recommendations

1. That Post-Secondary, Adult and Continuing Education create two separate mechanisms (both chaired by the Co-ordinator of Adult Language Training):

    - the semi-annual Adult ESL Consultation
    - the Policy Co-ordination Committee for Adult ESL (see Figure 3)

2. That the participation in the semi-annual consultation would be broad-based and include the following:

    - 2 teachers from each significant delivery institutions
    - 1 administrator from each major delivery institution
    - 1 or 2 learners from each of the largest programmes (if this is possible)
    - 1 representative from each of the major providers of settlement services such as

        Jewish Child and Family Services
        Women's Employment Counselling Service
        Women's Employment Counselling Centre
        Interfaith Immigration Council
        Westman Multicultural Council
        Citizenship Council of Manitoba
        Applied Linguistics Centre

Fig. #3 A Model for Co-ordination and Accountability in Adult E.S.L.

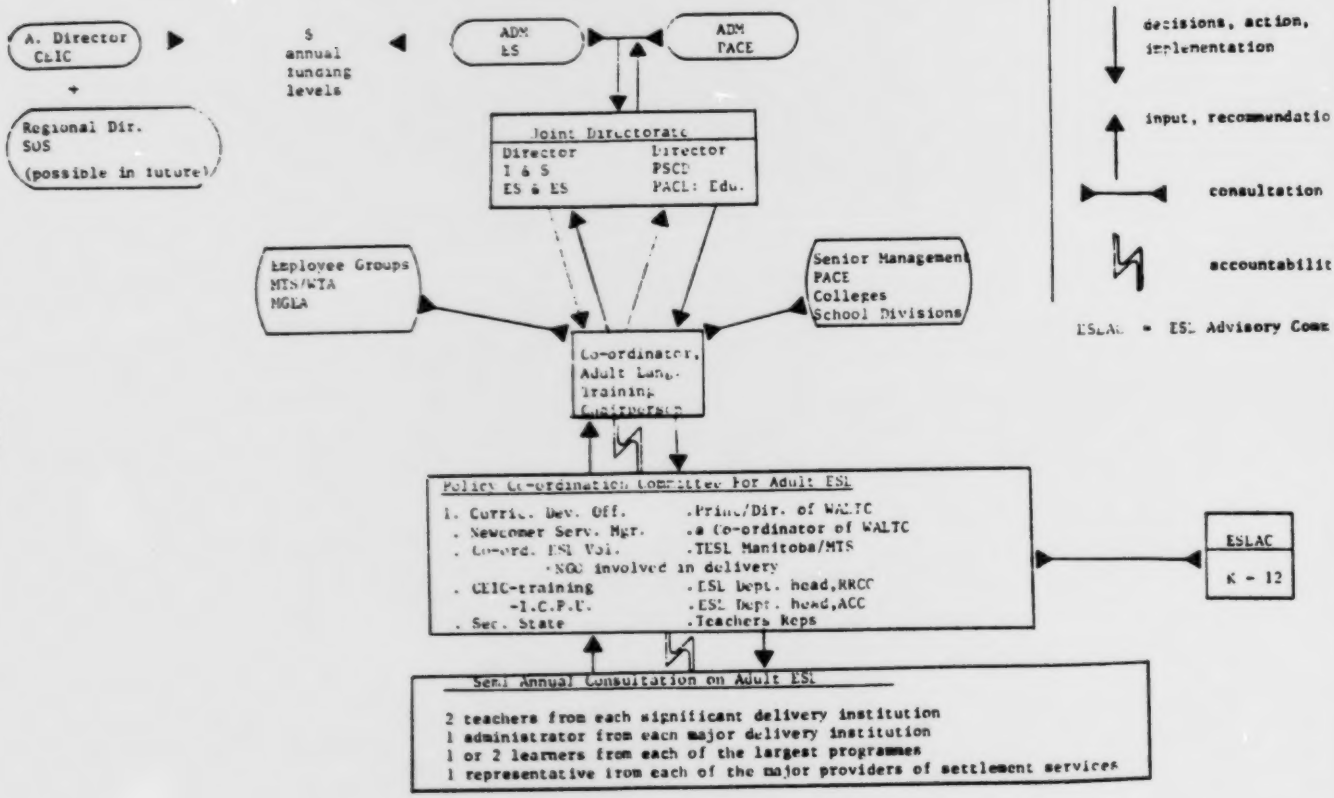


Figure 3

3. That this consultation take place twice a year in conjunction with a meeting of the Policy Co-ordination Committee so that the two groups meet face-to-face on a regular basis.

   The purpose of these meetings would be to ensure that concerns and recommendations for action are brought forward by people at the delivery level. Adequate notice and suggested guidelines for presentation would be given to allow participants to prepare their presentations in the most effective way possible.

4. That the membership of the Policy Co-ordination Committee be as follows:

   - the Curriculum Development Officer
   - the Co-ordinator of ESL Volunteer programmes
   - the Newcomer Services Manager
   - 2 representatives from CEIC - Training and ICPU
   - the principal/director of Winnipeg Adult Language Training Centre (see below)
   - a co-ordinator of the Winnipeg Adult Language Training Centre
   - a representative of the Secretary of State
   - a senior ESL aministrator from the major School Divisions delivering Adult ESL
   - the heads of ESL Departments, Red River and Assiniboine Community Colleges
   - a representative of TESL Manitoba/Manitoba Teachers' Society
   - a representative of full-time Adult ESL instructors from each major institution
   - a representative each of part-time day and part-time evening instructors
   - a representative of a major non-government organization involved in the delivery of Adult ESL.

5. That the Policy Co-ordination Committee would meet every six to eight weeks to address policy concerns (including those identified during semi-annual consultations) in the areas identified in recommendation 4, section IA, above.

6. That the mandate of the Policy Co-ordination Committee would be:

   - to receive and act upon concerns raised by the semi-annual consultation
   - to formulate recommendations for policy for consideration by the Joint Directorate
   - to discuss issues relating to the delivery of service and the implementation of provincial policies.

7. That the Policy Co-ordination Committee be accountable for its actions or lack thereof to members of the semi-annual Consultation Committee on issues brought to it by members of that group.

8. That the Co-ordinator of Adult Language Training be accountable to the Policy Co-ordination Committee for his/her actions or lack thereof on recommendations from that group.

9. That minutes be exchanged on a regular basis between this committee and the K-12 ESL Advisory Committee.

Rationale

The model for co-ordination and accountability in Adult ESL is designed to provide regular, structured face-to-face consultation with a broad-based group of users and deliverers. Potential presenters would be given adequate notice and suggested guidelines for preparing their concerns. This would ensure that those who have things to say would have a focus in both time and place to say them. It would also promote the important development of advocacy skills at the client and delivery levels. It is also meant to provide a regular opportunity for sharing information at the delivery level and above.

The Policy Co-ordination Committee in many cases should be able to address directly and quickly many of the concerns raised at the semi-annual consultation. Those which cannot be handled in this way will be referrd to the relevant officals, most often the Joint Directorate, through the Co-ordinator of Adult Language Training.

Maximum input from relevant federal officials (as well as from key decision makers at the delivery level) in the formulation of recommendations to the Co-ordinator of Adult Language Training and the Joint Directorate is provided for. This is intended to ensure that Federal concerns are taken into account before negotiations on annual funding levels at the ADM level begin. In this way it is hoped that the likelihood of successful negotiations can be greatly increased.

Note:

Provision will have to be made to ensure participation of the desired players in both the Consultation Group and the Policy Co-ordination Committee. This may entail holding meetings on evenings and/or budgetting for payment for release time and/or compensatory payments for hourly-paid teachers.

IC. Consolidation of Delivery in the Winnipeg Area

Background

Until 1981, ESL classes in both systems were scattered around the city, located wherever adequate facilities could be found. At that point, Red River Community College consolidated all its delivery of Occupational English into one location -- Lansdowne School -- a facility in the West End, rented from Winnipeg School Division No. 1. Substantial benefits were gained from this consolidation. It facilitates a rationalization of the program and maximizes teacher interaction on issues such as the development of an institutionally-specific curriculum framework and the introduction of a volunteer program.

At the present time, the major deliverer of Adult ESL in the Province -- Winnipeg School Division No. 1 -- uses five widely separated buildings (two in River Heights, two in the core and one in the North End), four of which are used primarily by school children in the K-12 system. The choice of buildings is determined on an annual basis, primarily by what space is available after the needs of the K-12 program are met. Only one building, 700 Elgin, is devoted entirely to adults. While it bears the heaviest load, it still represents only 8 out of 24 classrooms currently in use. It is uncertain at the time of writing whether or not it will even be available for ESL in September. It is clear, however, that the International Centre -- the only provider of on-site settlement services in the Province -- has been told that it must vacate these premises. This separation of the delivery of settlement services from ESL will represent a large step backwards for both ESL and the integrated approach.

As long as this situation persists, the system will continue to be fragmented in a physical as well as an organizational sense. The disadvantages of this are clear and well documented. They are:

- location of classes in buildings far away from where most immigrants live (Kelvin, J.B. Mitchell, Isaac Newton) and in areas with poor bus service (Isaac Newton). (Bus fare can be an unbearable burden for those on low income with more than one family member to support).
- delivery of Adult ESL classes in buildings dedicated to the provision of classes for children not adults. (No coffee room to practice English in, no place to smoke and relax with other adult learners).
- little incentive to plan programmes in the medium or long term since the location of classes at different levels cannot be predicted from year to year.
- minimum potential for effective teacher interaction on curriculum or professional development concerns.
- maximum difficulty in arranging essential events such as staff meetings, professional development activities, and team efforts on curriculum development.
- minimum ability to provide special needs programming for the elderly and/or the illiterate since the number of students in any one location is always relatively small and most often insufficient to start a class.

- the fact that child care is available at only one location (700 Elgin) means that students are frequently placed in classes where they don't belong simply because they must go to the building with child care or not go at all.

  Note: Not all classes delivered around the city are examples of fragmentation. For example, classes for elderly learners are held at senior citizens homes; classes organized by ethnocultural organizations are sometimes delivered on the organization's premises. This kind of delivery by Winnipeg School Division No. 1 is <u>not</u> an example of fragmentation. Instead it is a good example of a flexible response to a specific user need. This type of service delivery needs to be continued.

<u>Issue</u>

To what extent should ESL programmes be consolidated in the Winnipeg area in the short and long terms?

<u>Recommendations on Policy</u>

1. That PACE take all necessary steps to establish a centre for Adult Language Training in Winnipeg.

2. That this be called the Winnipeg Adult Language Training Centre (WALTC) and that it be large enough and sufficiently well-equipped to accommodate the following Adult ESL clases at present delivered by Winnipeg School Division No. 1

   i) all full-time day and evening classes
   ii) all half-time day and evening classes, and
   iii) as much as possible, all part-time day and evening classes which are not being delivered at a particular location because of the expressed needs of the learners e.g. at an ethnocultural centre or a senior citizen residence.

3. That this consolidation be carried out in such a way as to make explicit provision for the <u>on site delivery</u> of adequate settlement services of the following types:

   - child care (day and evening)
   - orientation information
   - translation of vital documents
   - personal, employment, career, educational and financial counselling
   - income support

   Note: see the subsections below on Child Care and Counselling.

4. That the facility be located in the core of downtown Winnipeg within an area bounded by the CP yeards on the North, the Assiniboine River on the South, Arlington Street on the West and the CN East Yards on the East and be easily accessible by bus.

5. That PACE adopt as a long-term goal the consolidation into one facility of all major Winnipeg language training programmes funded by both CEIC and Secretary of State. This should be actively worked for and achieved, barring unforeseen obstacles, by Fiscal Year 1987/88.

Recommendations for Implementation

1. That PACE adopt a two-stage approach to consolidation as follows:

   STAGE ONE:

   i) immediately begin efforts to consolidate under one roof Adult ESL programmes (identified in Recommendation IC2 (i)-(iii) above) at present delivered by Winnipeg School Division No. 1.

   STAGE TWO:

   ii) consolidate under that same roof the Occupational English programme now delivered by Red River Community College. This must be accomplished by Fiscal Year 1987/88.

2. That PACE ensure that the physical plan to be used on the short to medium term be sufficiently large to accommodate the following:

   - 4,500 sq. ft. of settlement service space
   - 25 conventional classrooms = 33 language training classrooms
   - 1 book supply room
   - 1 AV supply room
   - 2 student lounges
   - 1 staff lounge/board room
   - 2 language labs
   - 1 staff resource library
   - sufficient administrative and clerical space
   - 1 library for students

   Total space needed in short to medium term: 50,000 sq. ft.

3. That PACE ensure that the facility by sufficiently large for the long term (1988 and beyond) so that when the Red River Community College programme is brought within the centre, it can be accommodated with the following:

   - 10 additional classrooms
   - space for larger staff meetings; more book and AV storage
   - an additional or larger student lounge and cafeteria

   Total additional space needed 15,000 - 20,000 sq. ft.

Implications of STAGE ONE - Establishment of the Winnipeg Adult Language Training Centre

- At the present time, the burden of providing these Adult ESL classes is shared by PACE, the Winnipeg School Division No. 1 and the Citizenship Council of Manitoba as follows:

  - PACE - teachers' salaries and the cost of books
  - Winnipeg School Division No. 1: some space, most of the administrative and clerical support costs
  - The Citizenship Council of Manitoba: some space (the most heavily used), some clerical costs, some administrative costs.

(See Table 1 below for further details).

- All of these costs and more (for example, permanent teaching positions, curriculum and professional development) will have to be borne by one or more authorities when W.A.L.T.C. comes into being.
- Winnipeg School Division No. 1 will not be able to provide a suitable facility in the foreseeable future.
- Winnipeg School Division No. 1 is reluctant to create any new contract or permanent positions for Adult ESL (or anything else).
- Winnipeg School Division No. 1 is reorganizing its activities in Adult Education in general. Where Adult ESL will fit in is less than certain.

Table 1

A Comparison of the Responsibilities of the Winnipeg School Division No. 1 Programme

Item	Provided By:		
	PACE	W.S.D. No. 1	Citizenship Council of Manitoba
Space (classrooms, offices, storage)	--	18 classrooms and associated store rooms and office space	8 classrooms 2 offices 1 store room
Teacher's Salaries	100%	--	--
Supplementary Benefits (Pension, Sick leave, etc.)	Not provided	Not Provided	Not Provided
Textbooks	100%	--	--
Adminstration	--	1/3 time of administrator 3 full-time co-ordinators	

Item	Provided By:		
	PACE	W.S.D. No. 1	Citizenship Council of Manitoba
Clerical	--	1 full-time secretary 3 part-time secretaries 1 part-time clerk approx. 50%	approx. 50%
Duplicaiton, Publication Costs	--	approx. 70%	approx. 30%
Curriculum Development	Part of time Curric. Dev. Off.	part of time: day and evening co-ordinator	--
Professional Development: Personnel	part of time co-ordinator of Adult Language Training	part of time day co-ordinator	--
Teachers' time	--	--	--
Testing:			
Test Construction	partially	partially	--
Test Administration	--	100%	--
Receptionist	--	--	100%

Issue

What role should PACE play in a core area adult language training centre?

Response

There are three possible options with variations on each, from which to choose:

- The first is to have PACE supply the building and let Winnipeg School Division No. 1 run the Adult ESL programme as it now does.
- The second is to have the Manitoba Adult Language Training Unit run the centre directly.
- The third is to have Red River Community College run the centre as an extension of its regular on-campus programmes starting 87/88.

The members of the PACE Working Group recognize that the ultimate choice of arrangement will be determined by PACE officials after discussions with the concerned agencies and after consideration of the advatages and disadvantages of each approach. To assist in this process, we have attempted to list below the various positive and negative aspects apparent to us at the time of writing.

Table 2

Language Training Centre: Options re Administration

Option	Advantages	Disadvantages
A. No change in arrangements.	A1. Minimum disruption, easy to understand. A2. Winnipeg School Division No. 1 has experience in delivering continuous intake part-time and full-time Adult ESL programmes.	A1. Winnipeg School Division No. 1 must find a suitable building - unlikely. A2. Perpetuates hourly-paid, insecure position of teachers. A3. Perpetuates some elements of the Winnipeg No. 1/RRCC split. A4. Perpetuates vulnerability to changes in Winnipeg No. 1 priorities. A5. Perpetuates fragmented programming A6. Winnipeg No.1 is a K-12 system.
B. Winnipeg No. 1 provides administration, clerical. Province provides building. No other changes.	B1. Minimum disruption. B2. Province more likely to find building.	B1. Most of burden borne by PACE with no increase in control.
C. Same as B plus Winnipeg No.1 pays a core of teachers on contract and others on hourly basis.	C1. Minimum disruption. C2. Reduces job insecurity and no fringe benefits.	C1. Potential for WTA and MGEA confusion/conflict at a later date.

Option	Advantages	Disadvatages
D. No Winnipeg No. 1 involvement. PACE runs centre.	D1. Ends administrative split between CEIC and SOS. D2. Allows maximum autonony in design of administration of Centre.	D1. Some disruption. D2. Necessity of setting up a new entity to staff and run the Centre. D3. No track record. D4. Who will pay for administration costs, maintenance costs, etc?
E. Red River Community College runs Centre.	E1. All employees in one group (MGEA). E2. Red River Community College has experience in running full-time limited term programmes. E3. Red River Community College provides a stable platform for adult programming. E4. Administrative costs covered by Red River Community College. E5. Hastens total consolidation.	E1. ESL programmes are vulnerable to other RRCC priorities. E2. Open to placement of unqualified instructors into ESL. E3. Community colleges traditionally wait for CEIC purchases before putting on courses. E4. Perpetuates practice of hiring only "term staff" for ESL.

Important Considerations for Autumn 1984

- Given the funding and time for negotiations and renovations required it is unlikely that PACE will succeed in having WALTC in operation by September 1984.
- Winnipeg School Division No. 1 has given notice to the Citizenship Council of Manitoba that it must vacate 700 Elgin Avenue in August of this year. This will mean separating ESL students from the limited but useful settlement services, such as Day Care, which are at present available.
- It is unclear where classes now being held at 700 Elgin will be located.

In short, even though PACE may be making arrangements for the creation of WALTC, it faces the prospect of a sharp decline in the level and quality of services being provided to Adult ESL learners in Winnipeg in the autumn of 1984.

Issue

What is the best course of action to ensure that minimal requirements of Adult ESL learners in Winnipeg School Division No. 1 are met in autumn 1984?

Recommendation on Policy

That if it appears that WALTC will not be in operation by September 1984, PACE enter into discussions with Winnipeg School Division No.1 to ensure that adequate interim arrangements are made for 84/85.

Recommendations for Implementation

That interim arrangements be made along the following lines:

1. The Winnipeg School Division continue to provide ESL classes for adults.

2. All full-time programs (4 hours daily, 5 days a week) and as many half-time programs as possible be held in one location with day care available on site.

   The facility be located within the area defined above in recommendation 1C4, and that it be easily accessible by bus and include adequate space for:

   - testing
   - administrative and support personnel
   - books, supplies and AV equipment
   - and, if possible, language lab facilities and library facilities

3. Where possible:

   - each full-time program (4 hours daily) both day and evening be taught by one teacher and
   - each half-time program (2 hours daily) both day and evening be taught by one teacher.

4. Day Care for full-time students day and evening can follow the model of the International Centre Day Care.

   Nursery School for ESL pre-schoolers can supplement the day care and provide language experiences for children before they start school.

5. Where necessary, staff be hired by Winnipeg School No.1 to provide testing and placement.

6. Where necessary a full-time salaried co-ordinator be hired by the Winnipeg School Division No.1 to provide professional, curriculum and programme development, to organize classes and to meet the needs of students re the co-ordination of language training.

7. Co-ordination be provided by the Province between all Adult ESL classes in Winnipeg School Division No.1 and Red River Community College to facilitate the student's movement within the educational system.

8. ESL literacy classes be co-ordinated with other adult literacy classes and English for Academic Purposes within Winnipeg School Division No.1 and the college system.

9. That the Recommendation for Implementation No.2 in the subsection on Volunteerism be executed by September 1984.

10. That PACE approach Immigration and Settlement Branch to investigate the possibility of having counselling services provided in Autumn 1984.

Implications

1. Although some reorganization is required, there will be less disruption for students and teachers if adequate space is provided.

2. It recognizes the need for some students to have full - or half-time programmes in the evening.

3. With a large number of teachers together, programme and curriculum development should take place more effectively.

II. PROGRAMME DELIVERY

Background

- Programmes have been split according to CEIC/SOS dichotomy.
- Much of what is delivered through part-time programmes is usually just a collection of materials and ideas assembled by individual teachers usually without any stated educational objectives.
- Students are only rarely, if ever, given course outlines or even a clear statement of course objectives.
- Substantial numbers of immigrants from Southeast Asia have difficulty because of severely limited literacy skills, but almost all materials used in the province at present are written with the highly literate immigrant in mind.
- The task of dealing with this situation is often left undone or given to well meaning volunteers who have been given few materials and little or no training.
- Admission to CEIC-sponsored programmes typically takes three to six months on a waiting list.
- Admission to programmes put on by school divisions is much quicker and on a continuous intake basis. Here however, large numbers of entrants mean programme co-ordinators spend most of their time in testing and placing new arrivals with little or no opportunity to become involved in essential administrative or curriculum and professional development concerns.
- Counsellors at the Immigrant Counselling and Placement Unit (I.C.P.U.) often call students away from class for various administrative reasons without taking into account the disruption this causes to their learning.
- Classes for people applying for Canadian Citizenship are being delivered to groups including both non-literate and highly educated native speakers of English. The result is often confusion in the minds of ESL learners and a consequent attempt to learn by rote how democratic systems operate.

  Note: Over the last year, the Winnipeg School Division No. 1 has, through placement procedures delivered at the International Centre, initiated the grouping of students with limited literacy skill, and teachers have begun to develop programmes that can best meet the needs of those students.

Issue

How can a system of programme delivery be instituted which is at once humane, cost-effective and educationally sound?

Recommendations on Policy

1. That criteria for programme delivery be established by the M.A.L.T.U. in consultation with the Policy Co-ordination Committee and the M.A.L.T.U. ensure that these criteria are met by programme deliverers.

2. That funding arrangements between PACE and delivery agents be made sufficiently flexible to encourage the setting up of smaller than average groups of special needs students with skilled professional teachers.

3. That if paraprofessionals must be used for small groups, they do so under the daily supervision and guidance of a trained ESL professional.

4. That funding arrangements permit the provision of sufficient administrative staff to cope with more than just testing and placement i.e. curriculum and programme development, evaluation of teachers, professional development and co-ordination of paraprofessional

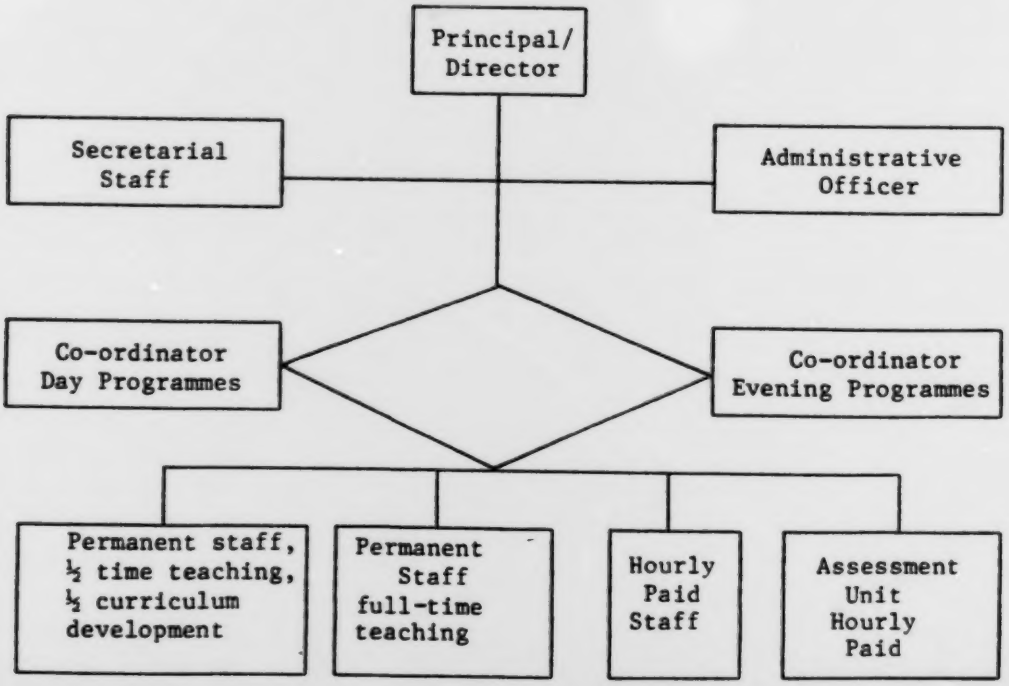
5. That the Co-ordinator of Adult Language Training initiate discussions with ICPU staff to ensure that disruptions to newcomers' learning are minimal.

Recommendations for Implementation

1. That the Winnipeg Adult Language Training Centre (WALTC) be organized as follows:

Figure 4

Organizational Chart for the
Winnipeg Adult Language Training Centre



Preliminary Delineation of Responsibilities in WALTC

Director/Principal

- hiring, evaluation, renewal of teachers' contracts
- liaison with other settlement services
- monitoring of needs of student population and related programme development
- assignment of new curriculum development tasks
- promotion and monitoring of professional development activities
- organization and continuing support of outreach programmes
- liaison with teacher training institutions on provision of practicum

Day and Evening Programme Co-ordinators

- organization of classes
- continuous placement of assessed students
- reorganization of classes as necessary
- delivery of professional development activities
- participation in curriculum decisions
- participation in the evaluation of teaching staff
- arrangements for placement and orientation of TESL practicum students

Assessment Unit Staff (Hourly Paid)

- administration of entrance and, where necessary, progress tests
- preparation of reports on test results

Administrative Officer

- maintenance of records
- preparation of budgets
- submission of claims

III. CURRICULUM

Background

- The objectives of the two types of language training programmes are quite distinct. CEIC sponsored "Occupational English" is to enable the learner to enter the work force, or in a limited number of cases, to take further occupational training; courses partially funded by the Department of the Secretary of State are, ostensibly, to prepare permanent residents for their Citizenship Hearing or test. (Many teachers are still unaware of this official objective).

- Within the community college system, curriculum development can be supported by funding made available for this purpose by the release of teaching staff for materials development.

- Outside the community colleges, there is no provision for funding curriculum development, either within the Federal-Provincial Citizenship Instruction Agreement or in the funding arrangements between the Department of Education and the delivery agencies.

- There has been a limited amount of materials production in Manitoba, mostly undertaken privately by individual teachers. For the most part, no serious effort has been made to make teachers aware either of the existence of these materials or how they should be used.

- Although both Red River Community College and the Winnipeg School Division No. 1 have initiated the drawing up of objectives in their respective institutions for various levels of full-time ESL programs in recent years, much of the programming delivered through part-time programs consists of a conglomeration of individual teachers' usually unstated objectives.

- The type of instruction given in both types of program tends to be similar if not identical: general ESL for social communication.

- Learning materials used vary from teacher to teacher but the majority of classes use texts published in either United States or Britain.

- Most materials (both commercially published and teacher-made) have been developed on the assumption that the learner is highly literate. An increasing proportion of our student population is either analphabetic (literate in their own language but not familiar with the Latin alphabet) or not fully literate in any language, including their mother tongue.

- Until very recently there was no provincial locus of responsibility for the development of specific curriculum materials or the co-ordination of curriculum development for Adult ESL learners. PACE Division now has a curriculum Development Officer on staff.

Issues

1. To what extent is PACE willing to commit funding explicitly to support the development of curriculum materials?

2. What approach should be taken to curriculum development?

    i) one curriculum developed centrally by PACE

ii) (a) curriculum framework(s) and guideline(s) developed co-operatively through a collective provincial endeavour

iii) separate curriculum frameworks developed at each institution

iv) curriculum materials developed at each institution.

Recommendations for Policy

1. That PACE recognize that curriculum development is an essential part of programme development by

   i) including explicit provision for curriculum development costs in any renegotiation of the Citizenship Instruction Agreement

   ii) providing sufficient funding to pay for curriculum development in its annual preparation of estimates. This could, for example, be an amount equal to 10% of funds required for instructional costs.

2. That PACE ensure that future curriculum developemnt in the area of Adult ESL incorporate Canada- and Manitoba-specific content in the following areas:

   - employment (job search, employment standards, workplace health and safety, workers compensation, unemployment insurance)
   - settlement and orientation
   - citizenship (both factual for the hearing and notional for full participation in society)

3. That PACE ensure that adequate provision is made for the development of appropriate curriculum materials specifically designed for adult learners with literacy limitations.

4. That all suitable curriculum and classroom materials already developed in Manitoba be collected and distributed, with appropriate back-up materials and/or in-servicing, throughout the Province.

5. That pre-services and in-services and the criteria stated in job descriptions of ESL teachers be used to promote the concept that all ESL teachers have a responsibility for the development of curriculum materials.

Recommendations for Implementation

1. That an Adult ESL Curriculum Committee for the Province of Manitoba be formed and be composed as follows:

   - the co-ordinator of Adult Language Training
   - the Curriculum Development Officer
   - teacher representatives from the various major language delivery institutions
   - the persons in charge of program development and implementation in each of the major language delivery institutions

2. That this Committee be responsible for:

   - the development of standardization of levels of language proficiency in terms of the four language skills for the Province

- the development of course objectives and curriculum guides/ outlines appropriate to each level

Note: Course objectives and curriculum guides should make specific reference to the themes, structures, notions, functions, and vocabulary to be integrated and covered in each of the levels.

- the development of guidelines for the construction of achievement or progress tests that would be used in determining when students are ready to move on to the next level. (Actual test instruments would be developed on a continuous basis by the Language Assessment Officer in M.A.L.T.U.).

- initiation of a mechanism through which teachers will work closely with the Curriculum Development Officer to develop relevant materials which meet the criteria stated above.

Note: Possible options to be explored by the Committee include:

- release time for teachers with expertise and interest in developing units of materials
- a contract system
- assignment of permanent teaching staff to curriculum development on a half time basis
- a co-operative arrangement with publishers.

3. That the responsibilities of the Curriculum Development Officer include:

- under the direction of the Curriculum Committee, to produce curriculum outlines, objectives for each level, and where necessary, in conjunction with the Language Assessment Officer, placement and progress tests.

- working closely with teachers and program planners from the various institutions to develop curriculum appropriate to the meeting of students' needs.

- to serve as a resource for teachers of ESL courses and to assist them in the development of appropriate curriculum materials.

4. That PACE ensure that curriculum development is monitored using an annual review procedure.

5. That PACE ensure that texts are evaluated in a systematic and consistent way (perhaps including E.P.I.E. criteria), and that the results are made known to teachers.

6. That new materials developed locally are disseminated and in-serviced as necessary, by the materials developers.

7. That the Adult ESL materials at the ESL Resource Centre at 1181 Portage Avenue be identified and placed together to facilitate their use by teachers and materials writers.

IV. TEACHER TRAINING AND CERTIFICATION

A. TEACHER TRAINING

Importance

Without a greatly expanded and improved programme of pre-service and graduate level teacher training in Manitoba, it will be impossible to develop the kind of expertise among teachers of Adult ESL that all those knowledgeable about immigrant and native concerns insist is necessary.

Background

- The Universities of Manitoba and Brandon offer four year programmes leading to a Bachelor of Education degree which qualifies a teacher for a teaching certificate i.e. a licence to teach in the K-12 system in Manitoba. The programmes are divided into two streams, elementary and secondary. There is no adult stream.

- Although the University of Winnipeg offers courses in education at the elementary and secondary levels, none of the courses relate directly to the teaching of adults, of ESL or of Cross-Cultural issues.

- At the graduate level, both the Universities of Manitoba and Brandon offer a limited number of courses relating to adult education and ESL.

- Courses leading to the Certificate Adult Education offered through the community colleges are as follows:

  Core subjects:

  a) Introduction to Instruction
  b) General Instructional Methods
  c) Subject Development and Evaluation plus three other approved courses.

  Note: A complete description of course offerings and options relevant to the teaching of Adult ESL is available in Appendix C: Teacher Training in Manitoba Relevant to Adult ESL.

- At the time of writing a National Symposium on ESL Teacher Training was about to be held in Winnipeg. It is anticipated that the product of this event -- a state of the art paper and set of recommendations for both federal and provincial governments -- will be invaluable in framing the principles upon which an effective teacher training programme can be built.

Issues

1. To what extent and in what ways can teacher training at both the undergraduate and graduate levels be designed to meet effectively the regular, the special and the counselling needs of the immigrant adult learner of ESL?

2. At what institution/s can expanded course offerings in teacher training for Adult ESL be most effective?

Recommendations

See the subsection on Teacher Certification, below.

B. TEACHER CERTIFICATION

Importance

In the specialized teaching area that Adult ESL is now recongized as being, teacher certification is perhaps the most important means of ensuring that minimum standards of teacher training and competence are met.

Background

- The community colleges in Manitoba do not require teachers of Adult ESL to have any other qualificaitons than those required for other instructors in Adult Basic Education, i.e. minimum Grade XI with a Certificate in Adult Education.
- With the exception of those who have signed a Teacher's Agreement with a school division, teachers of Adult ESL are not required by PACE to hold a valid Manitoba Teacher's Certificat, even though most (if not all) such teachers do hold such a certificate.
- Present policy of the Manitoba Teachers' Society and of the Board of Teacher Education of the Department of Education is opposed to the issuance of special teaching certificates for subject areas or levels. The Board is responsible for approving all changes in teacher certification.
- It is the opinion of professionals in the area and of a growing number of educators in general that to teach effectively a second language, teachers must develop certain specific competencies, as well as certain attitudes and sensitivities.
- Present teacher certification, granted by Teacher Certification and Records in the Department of Education, applies exclusively to the K-12 area. PACE issues a Certificate in Adult Education. Neither division of the Department issues certificates which require specialized training in ESL.
- There are many adult learners of English as a Second Language who have special needs, e.g. the non-literate and analphabetic, the mentally and physically handicapped, those visually and hearing impaired, those going through culture shock, and the learning disabled. Learners with such special needs cannot be taught effectively in regular classes.

Issues

1. Should specialized training for Adult ESL teachers be required or encouraged by means of teacher certificaiton or by other means, e.g. hiring practices and training incentives, professional development and teacher evaluation?
2. In the event that certification is decided upon as the means, or part of the means, should certification be part of the present teacher certification process or should PACE set up its own certification process?

3. Should teachers of Adult ESL special needs clases and those regularly involved in counselling (education, career and personal of Adult ESL students) be required to have training beyond that needed for regular Adult ESL teachers?

Recommendations

1. That PACE establish in the very near future a Board of Education for Teachers of Adult ESL. This would consist of:

   i) the Co-ordinator of Adult Language Training (chairperson)
   ii) a representative from PACE knowledgeable in Adult ESL
   iii) a representative of the Manitoba Teachers' Society/TESL Manitoba
   iv) one representative each from the institutions currently delivering teacher training
      - the University of Manitoba
      - Brandon Univerisity
      - Red River Community College
   v) the Director of Teacher Certiciation and Records
   vi) one member of the community at large, appointed by the Minister.

2. That the Board be assigned the initial tasks:

   i) to determine what the underlying principles for Adult ESL teacher training should be;
   ii) to identify specifically the variety and extent of course work required to produce competent Adult ESL classroom teachers;
   iii) to propose a process of certification and a time line for its implementation.

3. That the Board be given the mandate to negotiate with the universities, community colleges or other competent delivery agents to ensure that acceptable courses are offered in a co-ordinated, coherent manner.

4. That the Board be given the mandate to administer the certification process in the following ways:

   i) draft the necessary regulations and requirements for certificates
   ii) establish starting dates when these regulations and requirements come into effect
   iii) approve the necessary procedures for recording teacher qualifications, granting certification and notifying concerned authorities
   iv) consider recommendations for changes in requirements for teacher certification, especially from the Policy Co-ordination Committee for Adult ESL.
   v) liase with teacher training institutions for the delivery of required courses.

   Note: The PACE Working Group has prepared one possible approach to the teacher certification process. This can be seen in Appendix D: A Suggested Approach to Teacher Training and Certification. It is hoped that the Board would give this proposal full consideration during its deliberations.

V. PROFESSIONAL DEVELOPMENT

A Definition

For the purpose of this section, professional development excludes pre-service training and credit courses or programs toward certification or university degrees. These areas are dealt with in the section on teacher training. As it does in other areas of teaching, professional development serves the following purposes:

- to bring up-to-date information to the attention of teachers and give them opportunities to discuss its implication.
- to facilitate the development of and adherence to common educational goals.
- to allow teachers to enhance their teaching and related skills.
- to explore new methods and approaches to second language teaching.
- to facilitate the development and/or the use of new materials.
- to allow teachers to discuss and act upon immigrant, native and other issues of vital concern in teaching ESL.
- to allow teachers the opportunity to communicate with other parts of the educational system, with other government bodies and organizations concerned with natives and immigrants, and with society at large.

Background

- In the past, professional development for Adult ESL teachers has been largely confined to the annual TESL Manitoba and S.A.G. conferences and to the efforts of school staff functioning with little or no support from the delivery institutions or from the government departments involved.
- Teachers at the International Centre and Satellite Schools are paid on an hourly basis. If they attend conferences, even as presenters, or if they work on the planning of conferences, they lose pay for any hours missed from the classroom. Conference fees and expenses are the responsibility of the teachers concerned.
- No funds are available for the professional development of the staff, whether to pay teachers to attend P.D. activities, to bring consoltants to the Centre, or for any other staff development purposes.
- The International Centre and Satellite Schools do not have a professional library accessible to teachers on site.
- It is the policy of Community Colleges to support a variety of professional development activities including staff-initiated in-house, seminars, travel/visitation, tuition fee reimbursement and out-of-province travel. These activities are available to ESL teachers on the same basis as other members of college faculties.
- ESL teachers at the Winnipeg Adult Education Centre participate in professional development activities on the same basis as other public school teachers in Winnipeg School Division No.1 (as follws):

- 11 days are set aside each school year for administration and in-service
- school division funds are available for P.D. purposes to pay tuition fees, some out-of-province travel, out-of-province consultants, etc.
- the WTA also has P.D. funds which complement those of the division
- professional libraries exist in all schools, containing books and journals

Issues

1. To what extent is the government of Manitoba willing to commit funds and staff time sufficient to provide an equitable program of professional development for teachers of adult ESL?

2. By what means can such a program be developed, co-ordinated and delivered equitably to permanent, term, contract and hourly-paid teachers?

3. By what means can professional development be developed and co-ordinated within the total system of Adult ESL so that P.D. needs are met at the provincial, regional, institutional, intra-institutional and personal levels.

Recommendations on Policy

1. That the government of Manitoba recognize professional development as an integral part of the delivery of Adult ESL and explicitly provide sufficient funding to maximize its effectiveness and ensure equitable opportunities for all Adult ESL teachers.

2. That classroom teachers in Adult ESL play a dominant role in planning their own professional development activities.

3. That a wide variety of professional development options, both in form and in content, be available to ensure that the legitimate needs of the clients, the institutions and teachers are met in this regard.

4. That professional development be regarded as a responsibility to be shared by the individual teacher with PACE, the Professional Organization/s, the Faculties of Education and the delivery institutions and agencies.

Recommendations for Implementation

1. That some professional development, both in planning and participation in the activities themselves, be considered as one of the obligations of teachers during the non-contact hours they are required to be on duty.

2. That provision for adequate professional development time be made sufficiently flexible so that permanent, term, contract and hourly-paid teachers are treated in an equitable manner.

   Note: The following two models are offered as possible examples:

   That all teachers (contract, permanent, term, and hourly-paid) receive the following number of fully paid days per year:

   - 2 working days to attend the provincial conference
   - 3 working days to participate as a group in institutional in-services.

(A "working day" is the number of hours the teacher would normally work on the day of a p.d. event).

3. That each teacher be granted additional days leave per year on an individual basis for approved professional development activities for which he/she would receive normal salary. These activities would include conferences, conference planning, P.D. planning, visitations, seminars, research and similar activities.

4. That professional development funds be made available through government grants on a per-teacher basis for each institution to meet expenses of:

   - consultants
   - travel
   - substitute teachers
   - office expenses and delivery costs
   - maintenance of a professional library

5. That each institution establish a professional development committee to plan and administer P.D. programs within the institutions and approve individual submissions from teachers for P.D. leave. It would be an obligation of the committee to ensure equitable treatment for all teachers in the institution. A majority of the committee must be classroom teachers. Professional development policy and general plans would require general agreement of the staff.

6. That, in addition to regular government grants on a per diem basis, that a one-time grant be provided, also on a per-teacher basis, for the establishment of a professional library at each major language teaching centre (2 in Winnipeg, 1 in Brandon).

7. That institutions apply for government grants each year by submitting its P.D. plans prepared by the P.D. committee and an audited statement of the previous year's P.D. expenses to an official designated by the Manitoba government. This procedure would ensure that P.D. funds are used for the purposes intended.

8. That the Manitoba government continue to provide an annual grant to the professional organization of ESL teachers for the purpose of sponsoring provincial and/or regional conferences and that this grant be sufficient to ensure that classroom teachers can participate in planning the conference.

9. The professional development of Adult ESL teachers continue to be recognized as a major responsibility of the Co-ordinator of Adult Language Training and staff and that the above mentioned conferences be recognized as a part of such responsibility.

10. That PACE undertake publishing a bulletin on a regular basis which would focus on the professional development concerns and innovations of relevance in curriculum policy and administrative areas for all adult educators including teachers of Adult ESL.

VI. EMPLOYMENT AND TEACHING STANDARDS

Importance

Research has shown that the most important single variable affecting the performance of students is the quality of the teacher.

In any re-organization of Adult ESL, therefore, it is encumbent upon PACE to ensure high teacher morale and maximum teacher performance.

In any system in which one group of teachers is at a serious disadvantage in comparison with another group, that system suffers serious morale problems and conflict at the expense, not only of teachers, but of students as well. The table below (page 48) summarizes the present situation and the disparities which exist therein.

Other Background Data

Administrators responsible for evaluating teachers of Adult ESL frequently do not have experience in teaching Adult ESL.

Issues

1. To what extent is the government of Manitoba willing to commit funds to ensure that salaries and benefits of teachers of Adult ESL are made equitable?

2. By what means can a more equitable provision of salary and benefits for teachers of Adult ESL be instituted?

3. By what means can administrators be made aware of the need for considering cross-cultural sensitivity, and the specialized methodology of Adult ESL in hiring and evaluating teachers?

4. By what means can a system of fair and consistent teacher evaluation be developed?

Recommendations on Policy

1. That PACE recognize that an important reason for the low status of Adult ESL is the lack of permanent staff in the largest component of the delivery system.

2. That PACE recognize the immediate need to redress the fundamental inequity of salary and benefits for teachers of Adult ESL and provide the funds and the structures necessary for this redress.

3. That a core of teachers of Adult ESL at both the Language Training Centre, and the community colleges be offered permanent employment, on a full-time or part-time basis.

Recommendations for Implementation

1. That for any school year, a total number of teaching positions, based on number of full-time day classes in the previous year, be assigned to

permanent staff. Based on the enrolment at the beginning of the new school year, any remaining teaching hours could be divided among teachers on a term contract, and hourly-paid teachers. Exceptional circumstances in any one school year affecting the number of teaching hours, e.g., a contract with a foreign government for delivery of ESL, would, of course, be excluded for purposes of determining number of permanent staff required.

2. That the basis for selecting permanent staff be the number of years of teaching experience in Adult ESL as well as other criteria to be determined at each institution.

3. That PACE develop a formula for recognizing past experience for employment and salary purposes.

4. That, in the next round of negotiations with the MGEA, the government of Manitoba recognize the nature of ESL instruction by placing Adult ESL instructors in community colleges in the "Community College Instructor C" category. This category requires teachers to hold a university degree. These teachers are currently in the category "Community College Instructor ABE" even though most of them, in fact, have university degrees.

5. That, a policy on teacher evaluation in each institution include the following:

    i) opportunity for staff input in determining the criteria for and the form of written documentation;

    ii) opportunity for each teacher to review all contents of his/her own personnel files and to add his/her own comments if desired;

    iii) conference with teacher in each evaluation after classroom observation;

    iv) written or oral student input into teacher evaluation.

6. That, while the main responsibility for teacher evaluation lies at a higher level of administration, institutional co-ordinators have a responsibility for input into teacher evaluation.

7. That hiring practices for each institution carefully consider the following:

    i) training - does the applicant have a sound knowledge base in both theory and practice of ESL?

    ii) experience - in teaching Adult ESL? ESL in the K-12 area? in adult education? in teaching socially and economically disadvantaged students? in teaching a second language? in teaching English?

    iii) willingness to undertake further training;

    iv) willingness to work closely with other teachers in developing curriculum materials.

    v) teaching skills - ability to maximize student participation in the four language areas;

    vi) willingness to become involved (past or future) in P.D. planning and delivery;

    vii) interpersonal skills;

SALARY AND BENEFITS

TEACHERS OF ESL AT:

	ISSUE	COMMUNITY COLLEGES	ADULT EDUCATION CENTRE	INTERNATIONAL CENTRE SATELLITES AND EVENING
1.	Employee Group	MGEA	WTA (Manitoba Teachers' Society)	WTA (not fully recognized as MTS members)
2.	Salary	Annual	Annual	Hourly
3.	Vacations	Eight weeks	200 teaching days required, remainder "vacation".	Nil
4.	Sick leave	Cumulative 1/2-day per pay period to 1 day per pay period, up to 208 days.	20 days per year (2 days per month, cululative to 100 days.)	Nil
5.	Salary Continuance	Nil	2/3 salary after 100 days.	Nil
6.	Increments for experience to maximum	Yes	Yes	Nil
7.	Salary increase based on qualifications.	No	Yes--through four levels.	Nil
8.	Termination	At end of term period.	Due process after one year.	No notice required; can be terminated at any time.
9.	Pension	Civil Service Pension	Manitoba Teachers' Retirement (roughly equivalent to Civil Service Pension).	No pension other than CPP.
10.	Dental plan	Yes (part of negotiated agreement)	Yes (part of negotiated agreement).	No
11.	Group Insurance	Yes	Yes	No
12.	Preparation time	During non-contact hours teachers are required to be at place of employment.	Generally agreed at 40 minutes per school day.	No preparation time.

Table 5

viii) sensitivity to the settlement process an adult immigrant undergoes;

8. That teachers being hired have a clear understanding that they have responsibilities outside of the classroom, which include:

- curriculum development
- professional development
- immigrant advocacy
- counselling
- development of materials
- participation in the development, implementation and evaluation of volunteer programmes

Note: It is critical that decision-makers be aware that if PACE does not deal honestly with the fundamental inequity of salaries and benefits for teachers of Adult ESL, it could seriously jeopardize the successful establishment of a language training centre for Winnipeg and other aspects of the reorganization of Adult ESL in Manitoba.

VII. STUDENT SUPPORT SERVICES

VII A. Child Care

Background

- There is a shortage of day care facilities for all children in Manitoba; most centres have waiting lists.
- There is a lack of funding for day care in Manitoba.
- There is a lack of Family Day Care homes.
- Funding for new facilities is exhausted early in the year and there is a waiting list for April.
- Each child care centre has its own board which determines the programmes provided.
- Since it is unlikely many of the immigrant parents would be self-supporting, a subsidy would be required in those cases.
- Communication with parents is very difficult. All are non-English speaking and most are recent arrivals to Canada.
- Family Services provides for infant day care in homes. There are not enough homes available to meet the present demand.
- The Day Care group size and composition changes are causing difficulties at present in record-keeping and staffing.
- At the International Centre, a child care programme has been planned to suit the adult courses. Lunch is provided by parents and parents care for their children at lunchtime.
- There is not an even distribution of demand for day care spaces at the International Centre in terms of the morning and afternoon programmes.
- Children as well as parents need ESL and cultural orientation.
- Mothers of pre-schoolers are unable to participate in language training when child care is unavailable.
- Day care centre directors and workers must upgrade their qualifications within the next four years.
- There is a waiting list for special needs children. "Special needs" includes emotional or language needs of the child, and physical or mental handicaps.

Issues

1. Is child care a necessary support service for adult immigrants?
2. Can day care provide language training and cultural orientation for children?
3. Since immigrant children have been recognized as having special needs, how can this designation be used to benefit them in the present system?

4. Is special training necessary for ESL child care workers re: language development and cross-cultural training?

Recommendations on Policy

1. That mandatory language development courses stressing pre-reading skills and language development techniques for ESL children and cross-cultural training be part of the upgrading for day care directors and workers.

2. That child care be provided on-site where full-time and half-time language training is available in the form of day care for children of full-time and half-time students.

3. That nursery school for children ages 3-5 be provided on-site or near where half or part-time language training is offered.

4. That information and forms be translated into languages familiar to immigrants.

5. That ESL children be designated as "Special Needs".

6. That a central mechanism for receiving applications of students for placement in child care of all types be established.

7. That volunteers be trained and used to enhance day care staff both during the day and evening and in situations where mothers are homebound.

Recommendations for Implementation

1. That the Co-ordinator of Adult Language Training in conjunction with the Immigration and Settlement Branch contact the Day Care Education Board re pre-school ESL training of directors and workers.

2. That the Immigration and Settlement Branch assume the responsibility for ensuring that adequate day care facilities are provided in the major language institutions.

3. That the Co-ordinator of the Adult Language Training Centre and Immigration and Settlement Branch recommend to the School Division that nursery schools be set up for children aged 3-5 while parents attend half or part-time programmes.

4. That Immigration and Settlement Branch undertake to have forms translated through the Translation Bureau into languages appropriate to the present immigrant population.

5. That the Co-ordinator of Adult Language Training and Immigration and Settlement Branch contact the Day Care Director to ensure that ESL children be designated as Special Needs.

6. That the Immigration and Settlement Branch ensure that adequate staff be provided to receive applications and provided appropriate referrals to child care.

7. That the Co-ordinator of volunteers be involved in the training of ESL day care volunteers.

8. That the Immigration and Settlement Branch ensure that any non English-speaking support staff hired to work in Day Care settings have sufficient English or are enrolled in an ESL class themselves.

VII B. Counselling

Importance

The learning of ESL in Manitoba should never be perceived as an end in itself. For the adult immigrant/refugee, ESL learning is the tool to a productive and enjoyable life in a new country. Consequently, to be effective as a settlement service, ESL teaching must be accompanied with services (such as employment, educational, financial and personal counselling, income support, translation and orientation) that will permit a holistic approach to the client's needs because all his/her needs in settlement impinge on each other.

Unless the immigrant/refugee can get assistance in understanding the new system, an effective approach to the complex and demanding task of learning English will be severely hampered. Consequently, much time and effort on the part of the learner and teacher will be wasted.

Note: The need for skilled cross-cultural personal counselling is real and growing. Resettling in a new country makes huge demands emotionally and psychologically on all newcomers. This is particularly true of refugees from Southeast Asia, some of whom are now receiving psychiatric care. Because of the language and cultural barriers, effective treatment is often impossible. Consequently some disturbed refugees can be found attending ESL classes while under medication.

Background

One of the first contacts and often the first meaningful relationship the immigrant/refugee has with a member of Canadian society is with the ESL teacher. As a result the demand on the ESL teacher to provide counselling is often disproportionately high, particularly in regard to the following areas:

- orientation to life in this society
- job and career-related information
- educational counselling
- personal counselling

Even when professional counselling is available, there are many instances of immigrants being referred by the counsellor to a service which is unable/unwilling to deal with immigrants effectively.

Issues

1. What sorts of counselling are needed?

2. Whose responsibility will it be to ensure that the appropriate types are provided on-site wherever possible?

3. What relationship should counselling have to the planning of ESL programmes?

4. Is counselling alone the best answer to the kinds of problems immigrants face outside the clasroom?

Recommendations on Policy

1. That the following four areas of expertise in counselling be identified as the ones most needed in the provision of counselling services integrated with ESL programmes:

   - educational
   - personal financial management
   - employment and careers
   - personal problems.

2. That officials from both the Post Secondary Career Development Branch and the Immigration and Settlement Branch jointly ensure that adequate and appropriate counselling services be made available on-site and that the adequacy of service provision in areas beyond counselling be examined and addressed as necessary.

3. That all counsellors dealing with Adult ESL learners in the context of the integrated provision of services have cross-cultural training and be versed in the refugee/immigrant resettlement process and its implications.

4. That counsellors be encouraged to work closely with teachers and program planners to incorporate and integrate orientation to life in Canada and information relevant to job, career and educational opportunities into ESL programming.

5. That the pre-service and in-service training of Adult ESL teachers include a component that will provide teachers with the background information necessary to understand the system in which their student is expected to operate and the resources available to meet student needs for information relevant to their settlement.

Recommendations for Implementation

1. That PACE assume the responsibility for provision of adequate and appropriate educational and financial counselling services on-site.

2. That the Immigration and Settlement Branch address the problem of providing other types of counselling services.

VII C. Financial Support Services

Background

- The various types of financial supports are summarized in Appendix E: Financial Support Available to Adult ESL Learners.

- Potential CEIC clients in need of language training are not given equitable consideration for sponsored language training. Clients are given an informal, subjective assessment of their language ability by counsellors who have no training in language assessment techniques and who have varying perceptions of the utility of language acquisition. Clients are sent to a delivery institution for an objective language assessment only when their counsellors have determined that there is a need for language training and require verification before a recommendation for language training can be passed on to the Institutional Training Unity (I.T.U.).

- CEIC clients who are eligible for sponsored language training are placed on waiting lists maintained by I.T.U. and may wait for three months before they are placed on course. Clients who are being sponsored for language training beyond the basic level may wait for much longer periods of time because of the restricted number of course seats I.T.U. purchases at the Intermediate and Advanced levels.

- U.I.C. recipients in need of language training can opt to take a language training course as a "fee payer". Unfortunately, by the time a U.I.C. recipient is informed of the "fee payer" route, he/she is almost always locked into the sponsorship procedure described above.

- Language training students attending post-secondary delivery institutions are not eligible for Student Aid support. The Student Aid Branch provides High School Bursary support for language training if the training is part of a full-time program offered at the Winnipeg Adult Education Centre.

- Students with literacy problems sometimes cannot keep up with others when placed in CEIC-sponsored language training. When they leave they become ineligible to receive training allowances although they often enroll in full-time courses at the International Centre.

Issues

1. How can the assessment and counselling of CEIC applicants be made more equitable?

2. How can student Aid support be made available to students taking language training at a post-secondary institution?

3. Why must CEIC clients who have been informed that they will receive sponsored language training wait three months or more before being placed on course?

Note: Where applicable, "CEIC" counsellors" refers to CEC, UIC and ICPU staff.

Recommendations

1. That PACE provide funding for the establishment and maintenance of a provincial language assessment unit, constituted of one full-time co-ordinator and sufficient fee-for-service funds to hire professional staff on a short term basis.

2. That all CEIC clients demonstrating a need for or requesting language training be given a standardized language assessment by the provincial unit.

3. That the Co-ordinator of Adult Language Training:

   i) collaborate with the Student Aid Branch to determine the language training courses/programs which could be eligible for Student Aid sponsorship

   ii) collaborate with CEIC's Institutional Training Unit to determine a mechanism by which all CEIC clients in need of language training are informed of the CEIC sponsorship alternatives available (including the "fee payer" route)

   iii) submit the findings/initial recommendations based on the above collaborations to the Policy Co-ordination Committee for discussion/amendments before final recommendations are made.

   iv) collaborate with the ITU and ICPU to ensure that students with literacy problems who leave CEIC-sponsored language training do not suffer a decline in income support while attending ESL Literacy classes elsewhere.

4. That in the next round of Federal/Provincial language training negotiations the following issues be addressed:

   i) the inequitable consideration for sponsored language training given CEIC clients

   ii) the lengthy waiting period all CEIC sponsored clients must undergo before being placed on language training courses

   iii) the limited number of course seats CEIC purchases at the Intermediate and Advanced levels.

VIII. SPECIFIC PROGRAMME INNOVATIONS

VIII A. English in the Workplace (EWP)

Background

- The manufacturing and service sectors employ large numbers of immigrant workers in low paying, dead-end jobs. Many of the workers are unable to function independently and work efficiently due to insufficient command of the language.

- Many workers, particularly women in the garment industry, are unable to attend general language classes at evening school because of child care or other family responsibilities.

- Specialized language instruction delivered at the worksite and designed to meet the needs of workers as defined by the workers themselves, their union (where one exists) and the employer can be a very powerful technique to improve the workers' ability and willingness to use English in their daily lives.

- Funding for workplace English training now exists under the National Training Agreement principally under the rubric: General Industrial Training.

- Little of the funding potential has been used for this type of language training in the past because:

  - under Federal regulations the initiative must come from the employer
  - many, if not most, employers are not enthusiastic about EWP because, in their perception:

    i) it requires space and time they do not want to provide

    ii) improved English among their workers may mean loss of trained labour

    iii) workers are "doing just fine as they are", with minimal English.

- EWP projects which have been run in the past in Manitoba and other parts of Canada have had varying degrees of success depending upon:

  - the sensitivity of the project planners to the setting of objectives acceptable to all parties concerned
  - the amount of preparation time available; the thoroughness of the needs analysis
  - the quality of the instructors hired

- EWP generally has not met its potential in this country or this province largely because of the ad hoc approach which has characterized the planning, implementation and evaluation. In most cases planners, administrators and deliverers of EWP have lacked experience and the same mistakes have been repeated over and over. There is virtually no accumulation of expertise and insight as each project is funded and delivered anew.

- A British model exists consisting of regional Industrial Language Training Units. Each has its own contracted staff to do research on industry needs, initial promotional work with management and unions, language needs analysis on the worksite, curriculum development, delivery, evaluation and follow-up. It has proven its worth over the past decade and is acknowledged to be the only consistently effective approach to delivering the goods in the long term.

- The regional office of Secretary of State has made an offer to fund jointly with PACE, the salary of a full-time EWP animator/facilitator for one year.

- Numerous countries in Western Europe generate the funds to support industrial training and paid educational leave through a variety of schemes including a levy on payrolls varying from .2% to 1%.

Issue

To what extent is PACE (and/or other relevant areas of the government of Manitoba), willing to commit funds to a rational, consistent and effective approach to EWP programming?

Recommendations on Policy

1. That PACE recognize EWP as a specific branch of ESL requiring particular expertise in dealing with employers, workers and unions as well as in preparing and delivering course materials in a non-institutional setting.

2. That PACE recognize the necessity of abandoning the ad hoc approach to EWP programming by making the commitment to establish an EWP section within the Adult Language Training Unit (see Recommendations for Implementation below).

3. That any EWP project in which provincial funds are involved be required to operate under the following guidelines:

   i) there must be a minimum preparation period of 2 to 3 weeks before classes begin during which a needs analysis be done and initial materials be prepared.

   ii) at least 33% of all contact hours must be spent reaching clearly stated curriculum objectives relating to: Workplace Safety and Health, Employment Standards, Workers' Compensation and the role of Unions in the labour market.

   iii) that sufficient time and funding be allocated for each EWP Project so that a thorough evaluation can be done involving students, supervisors, upper management, and where applicable, the union.

4. That PACE approach other Departments, Divisions, Branches and Boards in the provincial government to seek their support -- financial and otherwise -- in the preparation and delivery of EWP materials. Specifically, the following should be contacted:

   - the Department of the Environment and Workplace Safety and Health
   - the Employment Services Division of the Department of Employment Services and Economic Security
   - the Workers' Compensation Board and the Workers' Adviser Office
   - the Employment Standards Branch, Department of Labour

5. That if insufficient funds exist to support an effective thrust in EWP programming, PACE officials consider recommending to their political masters the model of funding at present used in Western Europe. (See "Learning a Living in Canada". Report to CEIC of The Skill Development Leave Task Force, 1983).

Recommendations for Implementation

1. That the EWP Section of the Adult Language Training Unit be composed of two full-time employees as follows:

   i) an EWP Programmes Animator/Facilitator whose function it would be to promote the concept of EWP in management and union circles; initiate contact with individual employers and unions; provide supporting data where necessary; liase with Federal, management union and worker groups to set objectives; and provide administrative support to individual EWP projects.

   ii) an EWP Materials Production Officer whose sole responsibility would be EWP. He/she would be responsible for conducting a job-site needs analysis, designing and producing learning materials, training instructors in their delivery and conducting post-project evaluation.

2. That if the business sector has peak and slack time, these be utilized in the planning and delivery of EWP programmes.

3. That work-sharing arrangements using UIC funds be utilized wherever possible to provide income support for learners.

4. That experienced ESL/EWP teachers be employed to deliver EWP instruction.

5. That the employer release the worker on regular wages for one half the length of the class and that the worker attend the second half on his/her own time.

6. That wherever possible EWP be delivered in short intensive courses to small classes homogenous as to their level of language ability.

7. That PACE examine all possible sources of Federal funding for the administration and delivery of EWP programming including the offer of the Regional Office of Secretary of State to cover 50% of one year's salary for an EWP facilitator.

VIII B. Volunteerism

Background

At the International Centre:

- volunteers, most being prospective ESL teachers, act as tutors for special needs clients
- in terms of staffing and adequate space, no provisions have been made for individual or small groups to work with special needs students
- volunteers have been used to meet the instructional needs of intake students when their numbers do not allow the hiring of an additional teacher given the present criteria
- the volunteer program has been used as a recruitment/practicum mechanism for hiring paid teaching staff
- there is no person assigned specifically as a full-time Co-ordinator of Volunteers for ESL
- volunteers receive limited training and supervision
- there is a lack of suitable teaching materials for volunteer tutors
- there is no formal evaluation of volunteers or the volunteer program

At Red River Community College:

- a full-time Co-ordinator of Volunteers has been hired for the V.E.S.L.S. Program (Volunteers for English as a Second Language Students)
- the volunteer program objectives stress using volunteers as enhancers not tutors
- strong emphasis is being placed on developing and testing cross-cultural awareness and communication training sessions and general ESL technique training sessions for volunteers

At the Correspondence Branch:

- for the past two years, the Branch has been working in conjunction with six other provinces to develop an Adult ESL correspondence course which may require substantial participation by volunteer tutors.
- the course (part one) is expected to be ready in the spring of 1984 with possible implementation of a pilot project by September 1984
- such a pilot would be the joint responsibility of Post Secondary Career Development Branch and the Correspondence Branch with the former in the initiating role.

In General:

- most immigrants do not have the opportunity to speak to native Canadians in a sympathetic, realistic setting
- generally, volunteers have provided invaluable services to a variety of provincial government departments: as of December, 1982, 36 agencies of different departments utilized the services of 4,191 volunteers and 8 group volunteers

Issues

1. Do volunteers have a role in the training of Adult ESL students? If so, what should their role be?

2. To what extent is the Government of Manitoba willing to commit funds and staff time sufficient enough to maximize the effective use of volunteers in the ESL system?

Recommendations on Policy

1. That PACE officially recognize the role and potential of volunteers in adult ESL and include it as an integral part of Adult ESL programme planning.

2. That volunteers in Adult ESL programmes be seen as enhancers and not as replacements to paid professionals. That professional staff be trained and hired to provide language trainingwhich would meet the needs of all students.

3. That a set of standards be established for volunteer programs in terms of: the hiring of a Co-ordinator of Volunteers, the role of the staff in relation to volunteers, the use of volunteers,the institutional responsibilities, funding, training standards, support structures for volunteers and a system of evaluation.

4. That PACE establish standards for funding ESL volunteer programs and a system for monitoring institutions receiving the funds such as exist in other government volunteer funded programs, such as the V.I.P.S. program.

Recommendations for Implementation

1. That the involvement of staff in the planning and implementation of a volunteer program include participation in the ESL component of the volunteer training packages, and the supervision and evaluation of volunteers.

2. That in the short term, a teacher/volunteer trainer should be provided for working with special needs students in the Winnipeg No. 1 School Division. This position should be funded for a limited time until a long term volunteer program can be put in place and professional staff are hired to work with the special needs students.

3. That a full-time Co-ordinator of Volunteers for the Language Training Centre who has a background in both ESL and volunteer management be hired. The main duties of such a position would be as follows:

    - in consultation with the staff and administration, to determine the needs of the students, the staff and the administration regarding the use of volunteers in the particular program
    - to develop and test training packages for volunteers in Adult ESL (this would include several packages dependent upon the needs of the volunteers)
    - to design and implement support structures for volunteers, i.e. job request forms for volunteers to be completed by staff, job descriptions, a volunteer handbook, etc.
    - to plan and implement training sessions for ESL staff on the use of volunteers
    - to recruit, interview and place volunteers
    - in co-operation with staff, to supervise and evaluate the volunteers

4. That PACE develop in the long term, a full-time position for a Provincial Co-ordinator of Adult ESL Volunteer Programs. The main duties of such a position would be as follows:

    - to be responsible for developing new Adult ESL volunteer programs throughout the Province

- to assist in the planning and implementation of all new Adult ESL volunteer programs
- to assist in training Adult ESL volunteers
- to provide overall supervision of the different volunteer programs
- to monitor and evaluate all Adult ESL volunteer programs throughout the Province on a regular basis

5. That PACE and the K-12 Division provide funds for the hiring of a Co-ordinator of Volunteers and other costs associated with the Adult ESL Correspondence course.

6. That all broadbased outreach programs using volunteers i.e. Homefront Learning Program, Help a Friend Learn English, adhere to set standards and be monitored on a regular basis by the Co-ordinator of Adult ESL Volunteer Programmes.

Implications

Positive - Students will have the opportunity to practice the English taught in the classroom in a practical and realistic setting. Volunteers will be better prepared to work with Adult ESL students. In a well-structured program, volunteers tend to make a longer commitment. Staff will be able to direct their attentions to other areas. They will also have direct input into the work being done by the volunteer and the student.

Costs

Necessary funds must be made available to hire a full-time Co-ordinator of Volunteers for each delivery system program, to produce promotional materials, for general program operation costs e.g. photography, travel expenses, supplies and for volunteer expenses e.g. insurance coverage, out-of-pocket expenses. A possible budget for a one year period could be as follows:

Co-ordinator of Volunteers Salary:	$25,000 - 30,000
Program Operational Costs	$5,000
Administrative Assistant with clerical experience	$16,000 - 18,000

IX. ADULT ESL OUTSIDE PACE

IX A. The Voluntary Sector

A Definition

The Voluntary Sector is defined as non-profit, non-government organizations. In the Province of Manitoba the voluntary sector has been extensively involved in providing settlement services to newly-arrived immigrants. The direct involvement in language training has been somewhat limited other than in the special case of Brandon, where volunteers delivered virtually all the programming for some time.

Background

- The voluntary sector has been active in providing orientation, information and referral, access counselling, iterpretation and translation, employment counselling and some language training.
- There has been no formal network system of information-sharing between the various voluntary organizations.
- The voluntary sector has the flexibility to provide the service it offers in terms of the number of clients served, the type of clients served, the location, time and length of service.
- There has been no system established to monitor the voluntary sector's programming and its effectiveness.
- Citizenship/Language training provided by the voluntary sector has not had to conform to any set standards.

Issue

What role should the voluntary sector play in the provision of language and citizenship training in the future?

Recommendations

1. That the voluntary sector continue to play an important role in providing settlement services. These services should adhere to standards for service delivery as set by the Province.
2. That those organizations in the voluntary sector which deliver language training adhere to provincial language training standards and participate in the arrangements to co-ordinate delivery as stipulated under the section entitiled "Co-ordination and Consultation" and that such programmes be administered by personnel with background in Education.
3. That the Immigration and Settlement Branch, Department of Employment Services and Economic Security, compile and maintain an up-to-date resource list on the different voluntary organizations and the role they play in offering orientation and settlement services.
4. That the Immigration and Settlement Branch support the establishment of a formal information sharing network set up by the voluntary sector. Any new information could be circulated to concerned agencies in the form of a regular newsletter.

5. That any voluntary boards which receive provincial funding either directly or indirectly for the delivery of language training and/or related settlement services be required to include client representation. That this representation be determined on a percentage basis by the provincial government.

6. That a system be established by PACE and the Immigration and Settlement Branch to monitor the voluntary sector's programming and its effectiveness.

IX B. ESL at the Universities

Background

Clientele

The Universities have three types of clients requiring instruction in ESL:

i) individual visa students who have been admitted to studies here and who in all likelihood will not be settling in Manitoba,

ii) 'contract' students -- that is groups of students, for example, from Libya or from Quebec which attend special language training courses specifically set up for them at the university. These courses most often generate revenue for the institution involved. Unlike the situation at the community colleges, they do not compete for resources used by the regular student body.

iii) immigrant students --- whose mother tongue is not English and who are permanent residents or who have acquired Canadian citizenship relatively recently.

Note: It is impossible to ascertain how many students are in this last category at present since no effort is made to identify them at entry.

Admissions

- The three universities have a variety of criteria for admission of visa students and permanent residents/citizens. (See Table 2 below). 'Contract' students are not subject to any of these criteria.

- All three universities are not satisfied with the TOEFL as an entrance test.

- New instruments to replace the TOEFL are being developed in British Columbia and Ontario.

Courses Offered

University of Manitoba offers several remedial types of courses during the regular academic year for students admitted to its regular programmes. There are no preparation courses offered during the summer months. University of Winnipeg does offer a special obligatory preparation courses during the summer but no remedial courses during the year. (See Table 2, below)

Issues

1. To what extent can the Universities be encouraged to adopt consistent admissions procedures for immigrant/citizen students?

2. To what extent should the universities efforts in ESL become co-ordinated and integrated within the larger ESL system in the Province?

Recommendations

1. That the Universities be specifically invited to take part in the consultative and co-ordinating mechanisms for Adult ESL in the Province so that the existing teaching resources can be utilized to a greater extent than is now the case.

2. That the Universities be encouraged to work out more consistent and humane admissions procedures for immigrant students taking into account recent developments in British Columbia and Ontario.

Addendum on Contract Students

It seems clear that, at the universities, admission of contract students does not constitute a drain on ESL resources which would otherwise be available to Manitoba residents. However, at the community colleges it appears equally evident that the provision of ESL for contract students, in particular the Libyans, has drawn upon the limited resources of space and staff time which would otherwise have been available for the immigrant students.

Recommendation

That PACE not seek nor accept any ESL contract work unless it can be provided without prejudicing the quality or availability of its normal language training programmes.

ESL RELATED ENTRY CRITERIA FOR MANITOBA UNIVERSITIES

	VISA STUDENTS	PERMANENT RESIDENTS	CITIZENS
U. of Manitoba (note: all are under review for the coming year)	550 or above in TOEFL or B in English 300 or 301 If less than 550 in TOEFL or No TOEFL if studied in Canada for 3 academic years or lived in Canada for 3 calendar years.	Same as for Visa Students (also applies to people on Ministers Permits)	No language criterion applied
U. of Winnipeg	If from Ontario - Grade XIII (6 credits) TOEFL of 570 or above Note: If TOEFL is 550 - 569 applicant must take special ESL course for one month costing $615.00 plus $50.00 application fee.	Not applicable to Permanent residents	Not applicable to citizens
Brandon U.	If overseas - TOEFL of 550 or above If in Canada (any) TOEFL score plus the Brandon University English Proficiency Test plus High School Graduation	Not applicable	Not applicable

Table 7

Course Information: Non-Contract Students

University	For Whom	Objective	Cost	When Offered Offered	Entrance Requirements	Credit
University of Manitoba	Visa Students Immigrant Students	English for Academic purposes	$2.50 per contact hour	2 to 3 times Sept-May part-time	University Admission or nil if space is available	nil
University of Winnipeg	Visa Students (from Ontario)	To prepare students for entry in autumn	$615.00 + $ 50.00 Registration fee	Summer one month, full time.	550-569 TOEFL	nil, but compulsory for admission

X. LANGUAGE TRAINING FOR NATIVE ADULTS

Background

- The mandate for Native Adult Language Training has recently been given to the Co-ordinator of Adult Language Training.
- Native adult language training needs are perceived as being not adequately met.
- In urban, rural or northern areas the Tribal/Band councils have been identified as being the most accessible source of information on the language training needs of the communities they represent.
- Language training for native adults is at present being delivered following curriculum used by various developmental programmes. For example: Community College's ABE 7-10 program, Kirkness Learning Centre's computerized upgrading/life skills program.
- Adult natives requiring language training are not eligible for CEIC sponsorship/training allowances if they do not meet:
    - the Community College ABE 7-10 entrance requirements
    - the eligibility criteria established for entrance into the program offered by the Kirkness Adult Learning Centre (Grade 4 reading level).
- Delivery in non-metropolitan areas is sporadic in terms of both time and geography.

Issues

1. What are the language training needs of native adults in urban, rural, northern areas and on reserves?
2. Are the language training needs of native adults effectively met by:
    - programmes designed for under educated adults whose first language is English?
    - language training programmes designed for adult immigrants with limited English language skills?
3. How can access to language training be made more equitable for native adults in terms of:
    - location and frequency of delivery
    - CEIC sponsorship

Preamble to Recommendations

The area of language training for Native adults is large and quite different in most important respects from Adult ESL for immigrants. Surprisingly little has been written on it. Informed agency staff and private individuals agree that there is insufficient data on the language training needs of native adults in various settings upon which to base policy recommendations.

Recommendations

Given the need for further data and the impact this area could have upon medium and long term recommendations being made in other issue areas, it is recommended:

1. That PACE immediately establish a Working Committee on Native Adult Language Training.

2. That the objective of the Working Committee be to provide a set of recommendations which will bring about significant improvements in the delivery of and access to language training for native adults.

3. That the Working Committee be comprised of individuals knowledgeable in at least one of the following areas: ABE developmental programs, ESL programs, native adult education and native support services.

4. That the Working Committee solicit and consider input from tribal/band councils and informed individuals.

5. That the Working Committee, in collaboration with the Co-ordinator of Adult Language Training, assess the potential impact of all initial recommendations upon the Adult ESL system before determining the final set of recommendations.

Note: While the work of the Working Committee on Native Adult Language is unlikely to require as much consultation and deliberation as the present endeavour, it will demand substantial travel outside Metropolitan Winnipeg and for that reason will require appropriate time and funding.

XI. FUNDING CONSIDERATIONS

Importance

Adequate levels of funding are crucial to the implementation of most if not all areas covered in this paper. Time limitations have prevented this area from receiving full treatment. What follows is only a limited number of items which arose repeatedly during consideration of the other sections of this paper.

Background

- At present, PACE is limited (by Department of Education regulations) to authorizing only one type of agent to deliver non-CEIC sponsored ESL -- the school divisions.

  Note: PACE has declared its intentions of ending this approach in the fiscal year 1984/85.

- For this type of programming there is only one arrangement available: $1.50/$1.70 per student hour for urban/rural school divisions plus a $25.00 a night door-opening grant for rural facilities. (These figures were set in 1981 and are overdue for revision).

- The following combination of factors resulted, for a number of years, in the recurrent phenomenon of huge Adult ESL classes of 30 of more students:

  - the fact that programmes are run on a continuous intake basis means that classes start at a certain size and grow until they can be split.

  - the minimum class size was often determined not by optimal language learning considerations (1:10 to 1:12) but by taking the current hourly rate for teachers (in Winnipeg School Division No.1 it is now $30.00) and dividing it by the provincial claiming rate. Using these figures, it would require a minimum class size of ($30.00 ÷ $1.50) 20 students. (So it was that classes sometimes grew until they were split into two).

  - The physical dimensions of the classrooms are, in most cases, easily large enough to accomodate 30 or more students.

    Note: Thanks to a change in administrators, the pattern of allowing classes to grow to a ridiculously large size has come to an end in the last year in Winnipeg School Division No. 1. However, the incentive to engage in that sort of programme delivery remains as long as large classrooms are there and PACE adheres to its present arrangements for claiming.

- There is no provision to encourage the setting up of a limited number of smaller special needs classes with literacy-related or other learning difficulties.

- There is no explicit provision in funding arrangements with the school divisions to cover any of the following costs:

- testing and placement procedures
- curriculum development
- professional development
- administration
- clerical support

- On the community college side, the policy of the provincial government has been to sell language training seats to CEIC. Although a few fee-paying students are included in courses, it is the willingness of CEIC officials to purchase full-time language training which has set the level of programming delivered by the Province. In short, if CEIC didn't purchase seats, little or no language training would take place in the Colleges.

- The per diem rate charged to CEIC for "Occupational English" is set according to the cost of delivering the entire ABE programme.

- There is ample cause to believe that if the rate for language training seats were lowered to a number reflecting the actual cost for delivery for it alone, there would be a commensurate rise in the number of language training seats purchased by CEIC.

- Both Secretary of State and CEIC have declared their intentions to begin negotiations in the near future on new or revised Federal-Provincial agreements on language training.

Issues

1. Should the present claiming arrangements for non-CEIC sponsored language training which are based on a dollar figure per student / hour be continued, replaced or supplemented?

2. Should funding arrangements be made to allow or encourage the creation of a limited number of small 'special needs' classes?

3. Should funding to the delivery agents cover only instructional costs or other programme elements as well?

4. Does PACE wish to continue its policy of letting CEIC determine the level of programming in language training offered at the colleges?

5. Should the per diem rate for language training reflect the cost of delivering all types of ABE programming?

Recommendations

1. That PACE undertake a thorough review of the various options open to it for receiving claims from delivery agencies and, after consultation with those agencies, determine what models to adopt and implement beginning September 1984. Criteria to be included in this determination process:

   - facilitating the setting up of reasonably-sized Adult ESL classes
   - permitting continuous entry
   - allowing smaller 'special needs' classes to be created
   - minimizing loss of textbooks
   - provision of costs for reproducing teacher-made materials.

APPENDIX A

Terms of Reference for the PACE Working Group on Adult ESL in Manitoba

Objective: To provide a set of recommendations for action in the short, medium and long terms which, when implemented, will bring about significant improvement in the quality of ESL services available to adult learners as well as more effective use of all available human and material resources.

Method: The PACE Working Group shall:

Step 1: Review previously prepared reports, proposals, position papers, etc. which relate to adult ESL in Manitoba;

Step 2: Identify those elements of policy and practice which require close examination and remedial action including the following:

(a) the "Occupational English"/"Citizenship" dichotomy --
Are these categories useful?
How can the two delivery systems relate and be co-ordinated?

(b) teacher qualifications --
How can they be instituted for full, part-time and volunteer staff?

(c) ESL outside the institutions --
How much and where should the Province invest time and money? (Industrial language training, home front learning, telephone tutoring, etc.)?

Step 3: Solicit and consider input from concerned and informed agency staff and private individuals as it relates to the elements identified during Step 2 above.

Step 4: Make initial recommendations re these elements.

Step 5: Assess the potential impact of all initial recommendations upon the entire system before determining the final set of recommendations.

Step 6: Provide by December 16, 1983, to the joint directors of Adult Language Training Unit a set of recommendations for action in the short, medium and long term which include a mechanism for monitoring the implementation of these recommendations accepted by the Province.

APPENDIX B

A List of Documents Reviewed and Submissions Received

Binder #1 Source Materials

Item no.	Title	Source
1	A response to the Discussion Papers on Federal Policy in regard to the Settlement and Integration of Immigrants	Manitoba Teachers' Society (1983)
2	Position Paper on Voluntary Sector Assistance Strategies	Secretary of State (SOS) (1983)
3	Overview of Federal Government Policy Guidelines on Immigrant Settlement/Integration	SOS (1983)
4	A Discussion Paper on a New Framework for Immigrant Language Training	CEIC (1983)
5	Part II - Report of the Interdepartmental Working Group on The TESL Manitoba Priorization of Concerns	D. Phillips Labour & Manpower N. Kostyshyn-Bailey Cultural Affairs A. Peters School Division Education F. Yadao - Red River Community College (1983)
6	Diagram-Adult ESL Programs in Manitoba	D'Arcy Phillips (1981)
7	Part 1-Report of the Interdepartmental Working Group on The TESL Canada Position: The Provision of ESL Training to Adults-Six Principles Toward a National Policy	D. Phillips Labour & Manpower N. Kostyshyn-Bailey Cultural Affairs and Historical Resources A. Peters-Education-School Division F. Yadao-Community College-Education (1982)
8	The provision of ESL Training to Adults-Six Principles Toward a National Policy	TESL Canada (1981)
9	A Proposal for the Incorporation of Citizenship Education in Adult English as a Second Language Classes in Manitoba	P. McGeachie A. Peters V. Mathews-Lemieux (1978)
10	Report on the Consolidation/Co-ordination of English as a Second Language Programs for Adults in Manitoba	P. McGeachie A. Peters V. Mathews-Lemieux(1978)
11	An Outline of Some of the Responsibilities of a Full-Time ESL Co-ordinator	Manitoba Modern Languages Association (1978)
12	Terms of Reference for the PWG on Adult ESL in Manitoba	PWG (1983)
13	Initial Letter to PWG listing Readings	D. Phillips (1983)

Binder #1 Source Materials

Item no.	Title	Source
14	Guidelines for English as a Second Language Instructor for Immigrant Adults	Department of Education (1981)
15	CIMPAC - Division of a Student - Admissions - Entrance Requirements	Department of Education Community College
16	Course/Instructor Evaluation - Course Title - English as a Second Language	University of Winnipeg (1983)
17	Pre-Sessional Course	University of Winnipeg (1983)
18	Respond to PACE Working Group Questions	Gail Thompson Volunteers Public Service Program (1983)
19	PWG - Notes Taken at Sessions - OCT. 19,1983	G. Thompson M. Soloman
20	Presentation to PWG - Language Training - Income Support	C. Townshend International Centre (1983)
21	Presentation to PWG - Co-orcination of Adult ESL in Manitoba - Programming; the Syllabus/Curriculum - Employment Standarcs for Teachers	K. Patterson (1983)
22	Terms of Reference of the Immigration Committee	Citizenship Council of Manitoba
23	ESL Program- International Centre	Representatives from Wpg. Sch. Div. and Education Community of Citizensnip Council(1983)
24	PWG Notes - ESL and the Mature Adult, Native Adults, Rural and Brandon	D. Morrison et al (1983)
25	Expressed Needs: 1. to be considered as part of the total program of the International Centre 2. to have all centres brought togeather in one location	Teachers' Satellite Centres (1983)
25A	Newcomers	Doreen Old, International Centre
26	PWG Notes RE: Senior Management	J. Smyth et al (1983)
27	PWG Notes RE: Visa Student et al	J. Carroll J. Burke P. Bennell A. Lablanc (1983)

Binder #1 Source Materials

Item no.	Title	Source
28	Revised List of Priorities for Adult ESL in Manitoba	TESL Manitoba & MTS 1983
29	English as a Second Language Training and the Mature Adult	Donna Morrison (1983)
30	Review of Adult ESL in Brandon & South Western Manitoba	Sheila Doig West-Man Multicultural Council (1983)
31	Students in Rural Areas	Mavis Harper (1983)
32	Programming: The Curriculum, Teacher Training, Professional Development	Ruth Martinussen (1983)
33	Efficient Use of Time and Skills	Audrey Mensforth (1983)
34	Long Range Plan for Delivery of ESL	Margaret Thompson (1983)
35	ESL Program: Should be in close contact with other settlement services	Shayla Fink (1983)
35A	Space for ESL Classes	Rhonda Grist (1983)
36	Support system for students	Sherna Posner(1983)
36A	Concerns re ESL not being seen as a legitimate specialty by government and within the teaching profession	Diane Koreen representin International Centre Teachers (1983)
37	Professional Development	International Centre Teachers (1983)
37A	Clarification for teachers of Satellite Programs	Isaac Newton, J.B. Mitchell, Kelvin (1983)
38	Volunteer ESL Tutor Program	Laura Wiebe (1983)
38A	1984/85 Budget, International Centre	Elizabeth Willcock (1983
39	A Brief Presented to the Post Secondary And Continuing Education Division, Department of Education	Immigrant Women's Association of Manitoba (1983)
39A	Presentation of Concerns in Adult ESL to PWG	RRCC Language Training Centre Staff (1983)
40	Clarification of Concerns Presented to the PACE Working Group	RRCC Language Training Centre Staff (1983)
41	Evolution of a Comprehensive Immigrant Settlement Service Centre in Manitoba	Paul McGeachie (1983)
42	Concerns re: ESL Programs in Thompson	Multicultural Centre (1983)

Binder #1 Source Materials

Item no.	Title	Source
43	Submission to PACE Working Group: Native Concerns, special needs and illiteracy	TESL Manitoba (1983)
44	Interim Regional Office Circular on Language Training	CEIC (1981)
45	Press Release: New policy re persons wishing to take full time language training	Employment and Immigration (1982)
46	Immigration to Manitoba Statistics	CEIC (1983)
47	Response Submitted By TESL Manitoba to Federal Government in regard to Settlement and Integration of Immigrants	TESL Manitoba (1983)
48	TESL Canada Response to SOS/CEIC Discussion Papers on Review of Immigration, Settlement, and Integration Policies and Programmes	TESL Canada (1983)
49	English and Literacy in the Workplace as a Right for Immigrant Workers	I.L.G.W.U. Manitoba Labour Education Centre (1983)
50	Financial Information Sheet	Winnipeg Adult Education Centre (1983)
51	CEIC/DSOS Consultations with Provincial Officials and Voluntary Sector Representatives on Immigration Settlement and Integration	Settlement Branch (1983)
52	Letter from Fort Garry School Division ESL teachers re pay rates	J. Anderson M. Kalinowski M. Poschadel (1983)

APPENDIX C

Teacher Training in Manitoba Relevant to Adult ESL

- The Faculty of Education of the University of Maitoba offers a four year program leading to a Bachelor of Education degree which qualifies a teacher for a teaching certificate, i.e. a license to teach in the public schools of Manitoba. This program is divided into two streams, elementary and secondary. There is no adult stream.

- Though required courses in learning theory, curriculum development and instructional methods could apply to adult instruction, only the following courses have any direct relevance to teaching Adult ESL:

63:203	Introduction to Applied Linguistics
116:303	Cross-Cultural Education
63:304	Principles of Second-Language Instruction (ESL)

- At the graduate level, the University of Manitoba Faculty of Education offers several courses relating to adult education and ESL:

A. Courses in adult educaiton:

116:527	Introduction to Adult Education (full course)
116:720	Seminar in Adult Education (½ course)

B. Courses in ESL:

63:509	Theory and Practice of Teaching English as a Second Language (full course)

Other courses listed in the University calendar but not offered in 1983/84:

63:586	Fundamentals of Language Instruction - ESL (½ course)
63:587	ESL Materials Development and Practicum (½ course)
63:727	Seminar in ESL Theory and Practice (½ course)

C. Cross-Cultural Education:

116:515	Problems in Cross-Culutral Education (full course)
116:516	Perspectives in the Education of Minorities in Canada (½ course)
116:718	Seminar in Cross-Cultural Education (full course)

The latter two courses were not offered in 1983/84.

- Although the University of Winnipeg offers courses in education at the elementary and secondary levels, none of the courses relate directly to the teaching of adults, of ESL or of Cross-Cultural issues.

- The Faculty of Education of Brandon University offers a program leading to a Bachelor of Education similar to that offered by the University of Manitoba.

  Courses of some relevance to teaching Adult ESL:

  02:333 Teaching English as a Second Language

  02:380 Native Education Seminar

  02:382 Education of the Canadian Indian-Metis Child

- At the graduate level, Brandon University Faculty of Education, like the University of Manitoba, offers several courses relating to adult education and to ESL:

  Courses in adult education:

  04:530 The Modern Adult and His Education ($\frac{1}{2}$ course)

  04:531 Lifelong Education ($\frac{1}{2}$ course)

  04:333 Seminar in Adult Learning and Teaching ($\frac{1}{2}$ course)

  Cross-Cultural Education

  04:524 Education of the Culturally Different I ($\frac{1}{2}$ course)

  04:525 Education of the Culturally Different II ($\frac{1}{2}$ course)

- At the graduate level, both Faculties of Education offer independent study programs for a maximum of one full credit which could, depending on availability of professors, timetabling, etc., accommodate further study in adult education, Adult ESL, and cross-cultural sensitivity.

- University of Manitoba offers such a program at two levels, including the Master's level.

- Courses leading to the Certificate Adult Education offered through the community colleges are as follows:

  Core Subjects:

  a) Introduction to Instruction
  b) General Instructional Methods
  c) Subject Development and Evaluation plus three other approved courses.

  Other approved courses include:

  a) Adults with Special Needs
  b) Audio-visual Aids in Teaching
  c) Interpersonal Communication for Instructors
  d) Learning Skills
  e) Preparing Instructional Packages
  f) Psychology of Adult Learning

- Only one of the post-graduate course offerings leading to a degree in special education at any of the Universities includes a focus on adults with special needs. The University of Manitoba offers 43:538 Teaching of Educationally Handicapped Youth and Adults (½ course). One of the ontional courses offered as credit towards a Certiciate in Adult Education is Adults with Special Needs.

- The Faculty of Education at the University of Manitoba offers post-graduate courses in counselling, but none for teachers of adults. Brandon University has no programs for training counsellors.

APPENDIX D

A Suggested Approach to Adult ESL Teacher Training and Certification

Teacher Training

It is suggested:

i) That required programs in the training of leaders of Adult ESL include classroom cross-cultural sensitivity, applied linguistics, adult education, teaching English as a Second Language to adults, and a practicum in Adult ESL.

ii) That course offerings at the post-graduate level include where possible:

- teaching ESL to adults
- teaching basic literacy skills specific to Adult ESL
- developmental psychology of adults
- psychology of exceptional adults
- diagnostic and remedial methods for language learning (adults)
- gerontology courses
- teaching of Engish for Specific Purposes
- couselling of adult immigrants in an educational setting
- practicum in counselling adult immigrants in a educational setting
- practicum in special education for adults
- interview techniques with adults
- programs in career development for immigrants
- an independent study course including an undergraduate level conversation course on a "new" language other than English

Suggestions for Implementation

That the Faculty of Education at the University of Manitoba or any other competent delivery agent be given additional funding to allow it to hire personnel with the following qualifications:

- ESSENTIAL: demonstrated expertise in the tráining of ESL teachers specifically in the area of adult immigrants
- experience in teaching Adult ESL courses

- DESIRABLE: training and experience in special needs of Adult ESL students
- training and experience in education, career development and personal counselling of immigrants

Teacher Certificaiton

It is suggested:

1. That a three-level "Certification in Adult Education" be established.
2. That the present Certificate in Adult Education be designated "Certification in Adult Education - Part I".
3. That Certificates in Adult Education Parts II and III be either "provisional" or "permanent".

4. That a "Provisional Certificate in Adult Education - Part II (English as a Second Language)" be established as a requirement for teachers of adults in English as a Second Language.

5. That adult education courses, education courses in learning theory and methodology, TESL courses, adult TESL courses, cross-cultural sensitivity courses and others designated by the Board of Education for Teachers of Adults (see II A below) and delivered through Faculties of Education be accepted as credit toward this certificate.

6. That three options be established as means of qualifying for a "Provisional Certificate in Adult Education (English as a Second Language)" Part II.

   i) Option I

      a) a Certificate in Adult Education Part I,
      b) a University degree in a relevant area (arts, applied linguistics, education), and
      c) a full year of specialized teacher training (30 credits) to include:

         - TESL methodology courses
         - applied linguistics
         - cross-cultural sensitivity
         - practicum in Adult ESL

   ii) Option II

      a) a valid Manitoba Teacher's Professional Certificate (or the equivalent from another province),
      b) a University degree (arts, science, education), and
      c) a full year of specialized teacher training (30 credits) to include:

         - TESL or TESL to adults
         - adult education
         - cross-cultural sensitivity
         - practicum in Adult ESL

   iii) Option III

      A four year teacher training program which includes:

         - TESL or TESL to adults
         - adult education
         - practicum in Adult ESL
         - learning theory
         - developmental psychology of adults
         - education degree
         - applied linguistics
         - cross-cultural sensitivity

7. That a provisional part II certificate be the normal minimum requirement for teaching Adult ESL.

8. That a "Provisional Certificate in Adult Education - Part II be established by PACE as a requirement for teachers working with small groups of those adults whose various handicaps prevent them from learning effectively in regular classroom situations or for those regularly involved in education, career and personal counselling to adult students.

9. That qualifications for a Provisional Certificate in Adult Education - Part III normally require a full year of teacher training beyond the requirements for a permanent Part II certificate. This training would concentrate on theory and practice of adult counselling, career development, practicum in adult counselling, teaching adults with special needs and related courses. Some of the courses would be specific to language training.

10. That a provisional Part III certificate be issued only to those teachers who already hold or are qualified to hold a permanent Part II certificate.

11. That a provisional Part III certificate be the normal minimum requirement for resource teachers of Adult ESL and cousellors of Adult ESL students.

12. That the minimum qualifications for a Permanent Certificate in Adult Education - Part II (English as a Second Language) be:

    i) two full-time years of teaching experience or the equivalent, after obtaining a Provisional Certificate in Adult Education Part II (English as a Second Language)

    ii) the recommendation of the superintendent of the appropriate school division or an offical designated by the Department of Education, PACE Division.

13. That the minimum qualifications for a Permanent Certificate in Adult Education Part III (English as a Second Language) be:

    i) one full-time year of teaching experience or the equivalent in adult education after obtaining a Provisional Certificate in Adult Education Part III

    ii) the recommendation of the superintendent of the appropriate school division or an official designated by the Department of Education, PACE Division.

14. That the Certificate in Adult Education - Part I be under the exclusive jurisdiction of the teacher education component of the community colleges.

15. That the Board of Education for Adult ESL make special provision for teachers of Adult ESL with several years of experience in the area who do not hold a university degree even though they have a valid teacher's certificate.

16. That, once the required courses are in place, PACE issue a special permit to teachers uncertified for Adult ESL, to be renewed annually, allowing them to hold a position in the area on condition that they are advancing toward the Part II certification at the rate of not less than one full course (6 credits) per year.

17. That the Co-ordinator of the Adult Language Training Unit , in his/her capacity as chairperson of the Board of Education for Teachers of Adult ESL, be authorized to approve applications for the Parts II and III certificates on behalf of the Board, provided the requirements are met.

18. That the decisions of the Co-ordinator be subject to appeal to the Board of Education for Teachers of Adult ESL.

19. That the Co-ordinator, at his/her own discretion, refer doubtful applications for certification to the Board with or without a recommendation.

Figure 5 (Continued on next page)
Part I

The Certification Process

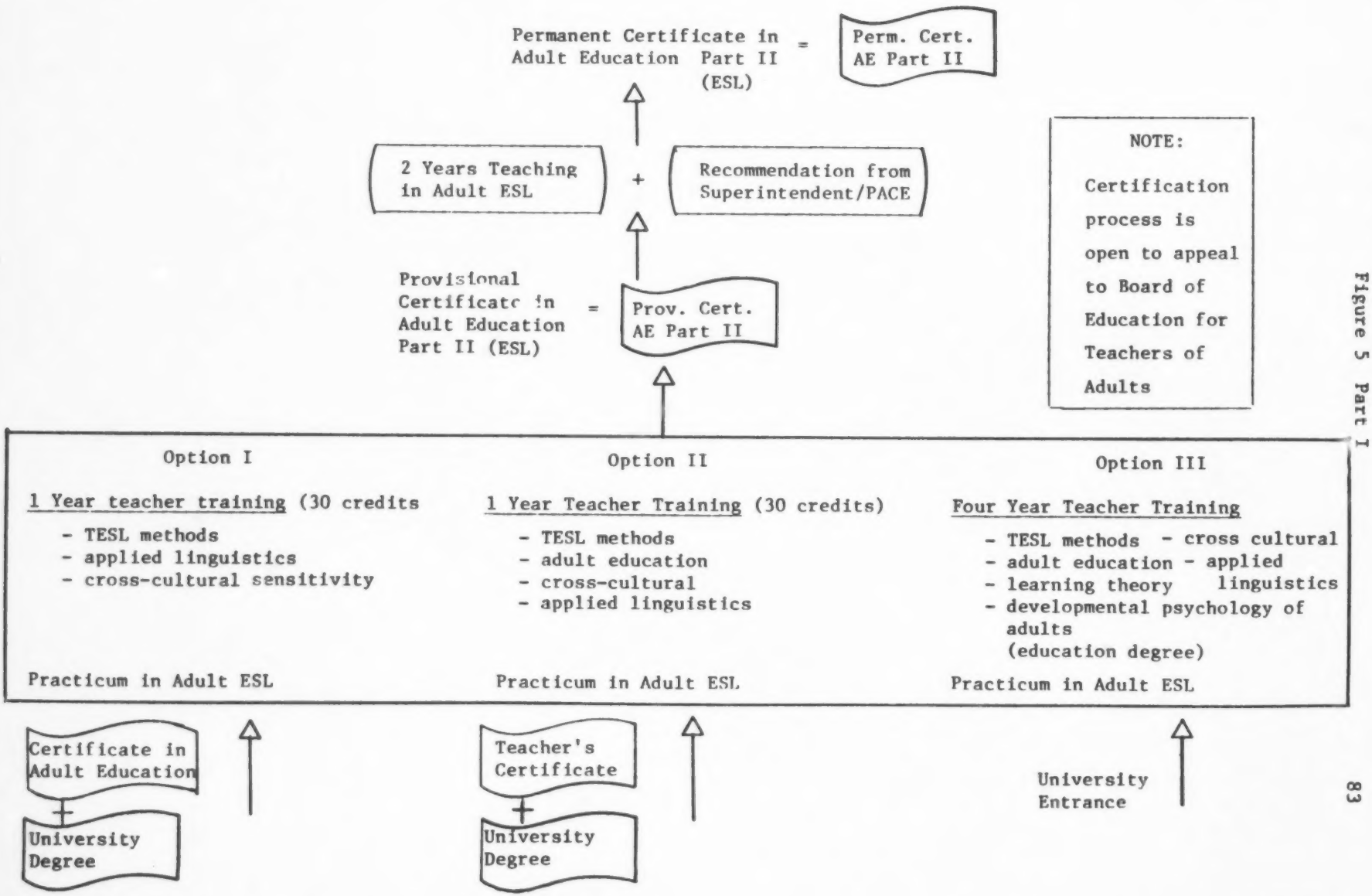
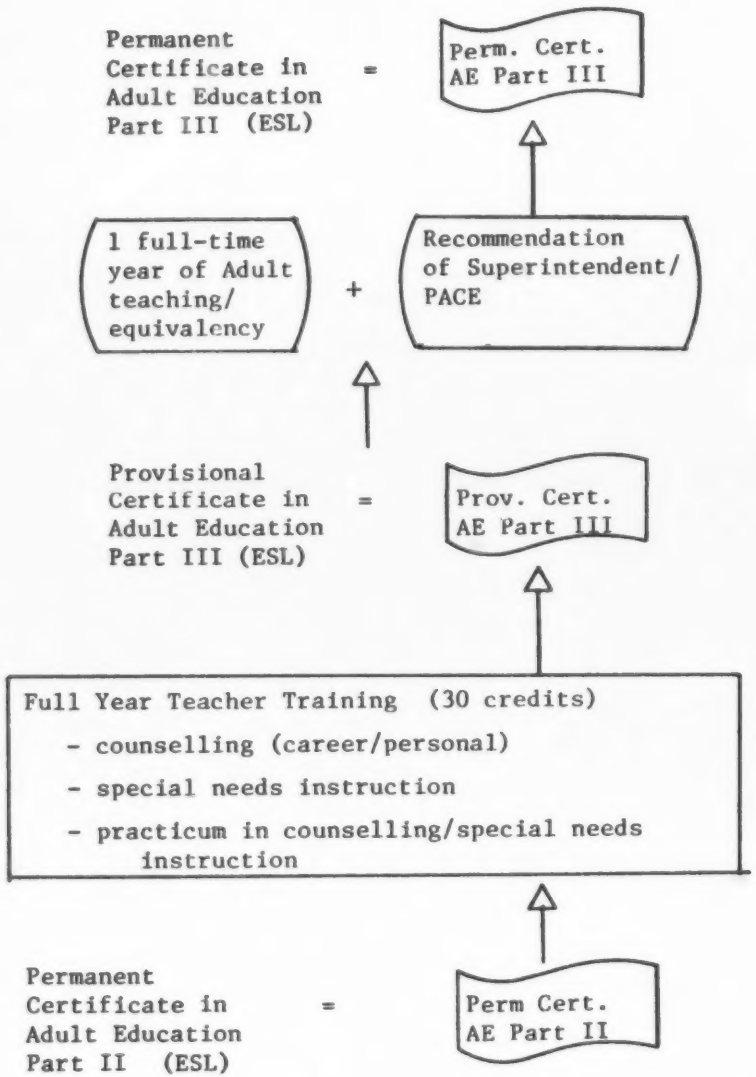


Figure 5 Part I

The Certification Process


Permanent Certificate in Adult Education Part III (ESL)
=
Perm. Cert. AE Part III
1 full-time year of Adult teaching/ equivalency
+
Recommendation of Superintendent/ PACE
Provisional Certificate in Adult Education Part III (ESL)
=
Prov. Cert. AE Part III
Full Year Teacher Training (30 credits)
- counselling (career/personal)
- special needs instruction
- practicum in counselling/special needs instruction
Permanent Certificate in Adult Education Part II (ESL)
=
Perm Cert. AE Part II

Note:

Certification process is open to Appeal to Board of Education for teachers of Adults

Figure 5 Part II

APPENDIX E: Financial Support Available for Adult ESL Learners

Table 8 Part I

Support Service	Client Group	Amount of Support	Length of Support	Language Training Supported	Language Training Funding Arrangement	Training for what Purpose	Concerns
FEDERAL							
C.P.U. justment sistance	Government sponsored refugees/ Designated class	Equivalent to City of Winnipeg welfare rates. Can be used to 'top up' training allowances if they don't provide assistance equivalent to welfare rates.	One year or until employment is found.	NONE (Counsellors encourage their clients to attend citizenship instruction agreement funded classes).	S.O.S. .75 per student hour PROVINCE .75 per student hour	Citizenship Language Instruction	
E.I.C. training lowances)	-Citizens -Landed Immigrants	Dependent - $25.00 Single - $70/week + 1 Dep.-$100/week + 2 Dep.-$115/week + each additional dep.-$115/week Trainees with dependents 11 years and under will receive Dep. Care Allowances if dep. requires paid care: 1 Dep. - $ 50/week 2 Dep. - 80/week 3 Dep. - 100/week 4 Dep. - 120/week 5 Dep. - 130/week Each additional Dep. - 10/week	Length of course.	Occupational English courses.	C.E.I.C. Tuition, books 38.65 per student per day (RRCC) 24.00 per student per day (Applied Linguistics)	Job market entry/re-entry; Preparation for skill training courses	1. C.E.I.C./I. counsellors de mine language ing needs wit having a stan ized assessmer their clients language abil 2. I.T.U. purc only a limite number of seat 3. Many client ceive underem ment as prefe to training a 4. Family spo landed immigr. are not eligi training allo during sponso period.

Table 8 Part II

Client Group	Amount of Support	Length of Support	Language Training Supported	Language Training Funding Arrangements	Training for what Purpose	Concerns
Under-employed who are eligible to receive UIC benefits (usually 20 weeks of insurable employment but a lesser period becomes eligible if it is a renewal of a previous claim.	Maximum $231/week Minimum 60% of money earned for 15 hours/week.	Length of course plus 6 weeks.	Occupational English courses.	C.E.I.C. Tuition, books, 38.65 per student per day (RRCC) 24.00 per day (Applied Linguistics).	Job market entry/re-entry; Preparation for skill training courses.	1. Benefits are times less than what is paid on training allowa. e.g. 60% x 15 h per week at min wage.
Same as UIC above.	Same as UIC above.	Same as UIC above.	Same as UIC above.	CLIENT Tuition, books. S.O.S. .75 per student hour. PROVINCE .75 per student hour.	Same as UIC above. Citizenship Language Instruction.	1. C.E.C. (UIC) counsellors do inform their cl of the 'fee pay route' to occup tional English training. 2. Province los Federal money o each payer fee.

Table 8 Part III

pport rvice	Client Group	Amount of Support	Length of Support	Language Training Supported	Language Training Funding Arrangements	Training for what Purpose	Concerns
OVINCIAL							
rkman's mpensation ard ational nabilit- ion partment	Accident victims who must be re-trained for job market re-entry.	75% of what they were earning before the accident.	Varies from course to course with no overall time restrictions.	Occupational English courses offered by W.A.E.C.; Private ESL courses.	W.C.B. Tuition, books.	Job market entry/re-entry; Preparation for skill training courses.	1. Referral to Language train is based on the discretion of t counsellor.
iminal juries mpensation ard	Crime victims who have been injured and must be re-trained for job market re-entry.	Same as W.C.B. above.	Same as W.C.B. above.	Same as W.C.B. above.	Same as W.C.B. above.	Same as W.C.B. above.	Same as W.C.B. above.
dent cial lowance	Social assistance recipients.	Equivalent to Social Assistance and Incidental student expenses.	Length of course.	Occupational English course. Credit courses offered by the W.A.E.C.	S.S.A. Tuition, books.	Job market entry/re-entry; Preparation for skill training courses.	
dent d	Citizens/ landed immigrants attending an approved institution and taking 60% of an approved course load.	Winnipeg Adult Ed. Centre students: 275.00 bursary per term. Post Secondary Students 12 to 25 week course 56.25/wk + 56.25/wk + 500-1000 loan bursary additional bursary = TOTAL	Length of course.	Credit courses offered by the W.A.E.C.	Client Tuition, books.	Preparation for further language training at W.A.E.C.; Preparation for skill training courses: Credit towards high school standing.	1. Occupational English/Citizenship language instruction students do not qualify for Student Aid.